CHAPTER 2

Land Use **Element**

OF THE COMPREHENSIVE PLAN (2016 to 2036)

LAND USE ELEMENT VISION: *Mount Vernon is committed to being proactive, rather than reactive, in managing growth within the City. The City will adopt and emphasize strategies that promote the City's rich history, natural and man-made beauty, along with its environmental and cultural resources. Emphasis will be placed on creating and promoting land uses that will help to balance land uses where people live, work, and recreate.*

Adopted September 14, 2016 with Ordinance 3690

City of MOUNT VERNON

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City of MOUNT VERNON

ACKNOWLEDGEMENTS

Thank you to the City Councils, Planning Commissions and Citizens from 1960 to the present that have contributed to comprehensive planning efforts of the City. This Land Use Element is built upon the foundation of these original plans.

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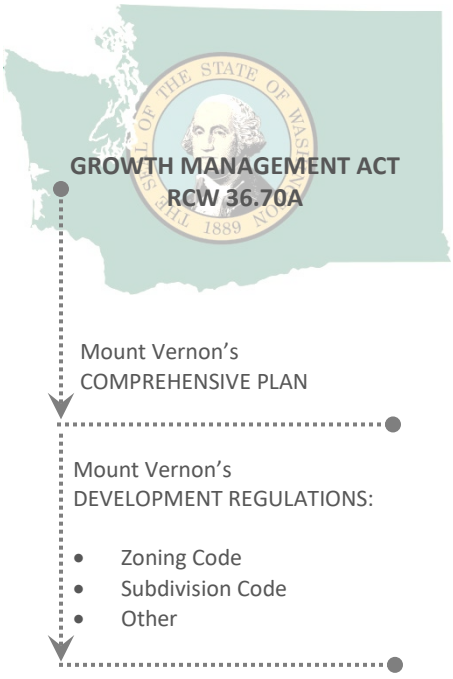
1.0
LAND USE PLANNING: WHY & HOW



Mount Vernon's first Comprehensive Plan was prepared in 1960. The City updated this first Plan many times up to 1990 when the Growth Management Act (GMA) was enacted by the Washington State Legislature. The GMA fundamentally changed the way jurisdictions planned. The GMA was proposed in response to (among other things) rapid population growth and concerns about lack of environmental protection, deteriorating quality of life, and a desire to limit suburban sprawl.

The creation of a Land Use Element is one of the key components of the GMA. The City is required, per the GMA, to show how the next 20-years' worth of growth (in terms of homes, jobs, and other necessary land uses) can be accommodated in the City through sufficient buildable land designated and able to allow such growth.

Land use decisions have historically, and will continue to, influence the City's appearance, shape and function. The Goals, Objectives and Policies contained in this Element create the framework within which development regulations (mainly the City's zoning code) can be adopted to ensure the City's high quality of life and desired character is maintained and enhanced over time.

The City uses two different mapping tools as an extension of the Land Use Element. The first map is the City's Comprehensive Plan map. This map identifies in a general way where broad categories of different land uses can be located in the City such as, medium density single family residential uses, high density multi-family uses, and commercial uses.

The second mapping tool is the City's zoning map that identifies site-specific zoning designations for property throughout the City. The zoning map takes the broader Comprehensive Plan map and narrows it to a specific zoning types. **Section 6** of this document provides greater detail on all of the City's Comprehensive Plan and zoning designations.

The zoning map is implemented with the City's zoning code that is adopted as Mount Vernon Municipal Code Title 17. Regulating land uses by zones ensures that an adequate supply of land is available to accommodate future growth while maintaining the planned character within, and between, different zoning designations.

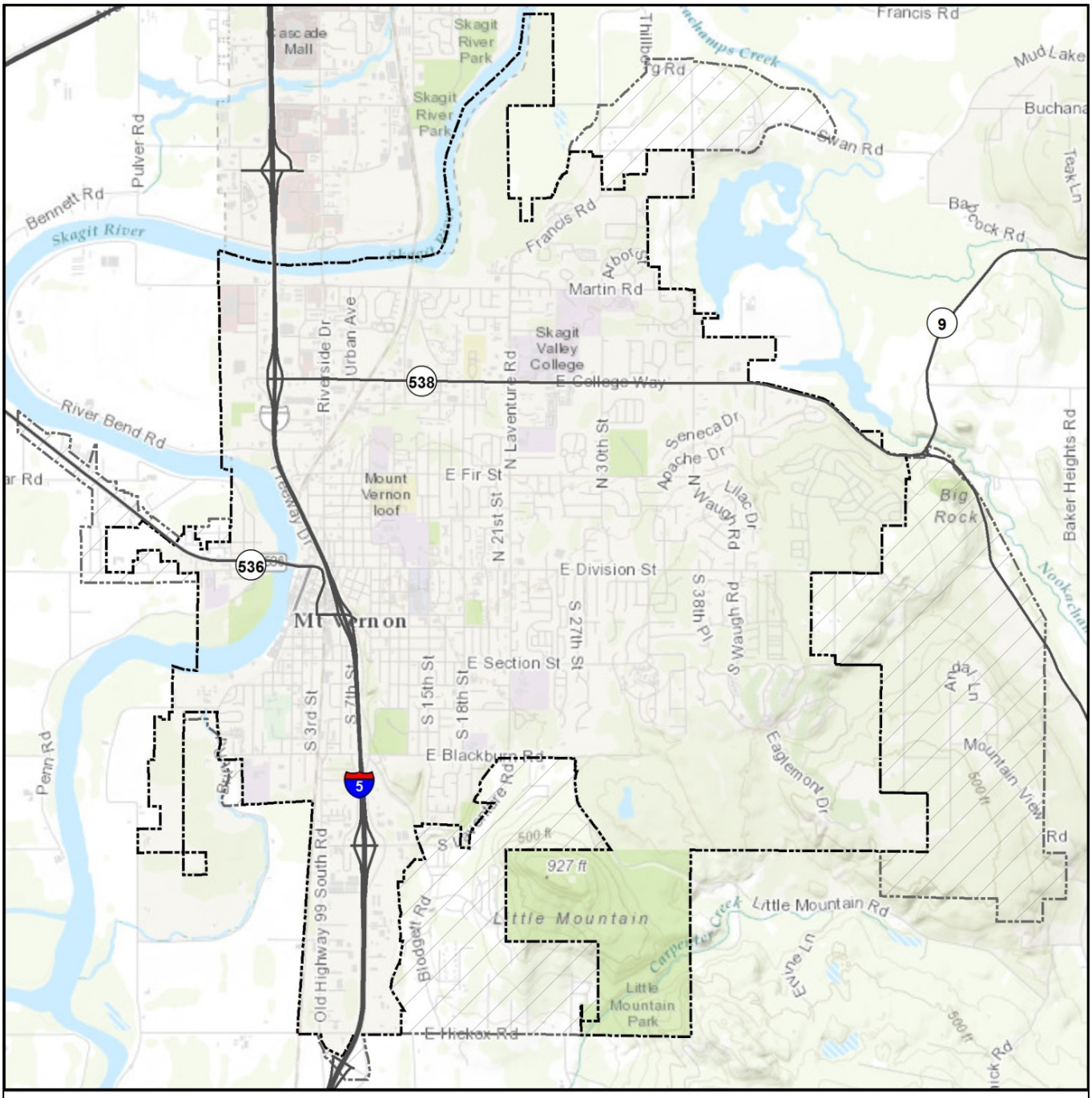
2.0
SETTING & PHYSICAL FORM

With the Seattle metropolitan area a short distance to the south, Vancouver B.C. to the north, the San Juan Islands to the west, and the foothills of the Cascades to the east, the City is regionally situated to take advantage of both urban and rural amenities. The City is just six (6) miles east of Puget Sound and has Interstate-5 running north/south through the City and State Routes 20, 536 and 538 running east/west through the City as shown on Map 1.0.

Mount Vernon's climate is similar to that of the Puget Sound Region, consisting of temperate winters with frequent light rain and cool, sunny summers. The warmest month of the year is August with an average temperature of 74.10 degrees Fahrenheit; with January being the coldest month of the year with an average temperature of 34.1 degrees Fahrenheit. The annual average precipitation for the City is approximately 32.7-inches with rainfall fairly evenly distributed throughout the year.

Located on the left and right bank of the Skagit River Valley, elevations within Mount Vernon range from approximately 10 feet in the southwestern part of the city along the river to 180 plus feet in the eastern part of the city.

Mount Vernon is located in the heart of a rich agricultural area with a mild climate and good soils well suited to vegetable, seed, berry and bulb production. Mount Vernon is made up of two main groups of soil, near the river are alluvial soils consisting of fine sandy loam and loam, and away from the river are glaciated, upland soils consisting of gravelly loam. Due to agriculture and the alluvial area the valley the limits of the city have been cleared of native vegetation. The areas that are undeveloped are predominately grass, blackberry vines and deciduous trees such as alder, vine maple, with second growth evergreens in the lowlands and the higher elevations.



LAND USE ELEMENT MAP 1.0: SETTING

- City Boundary
- Urban Growth Area
- State Highway
- Skagit County Boundary

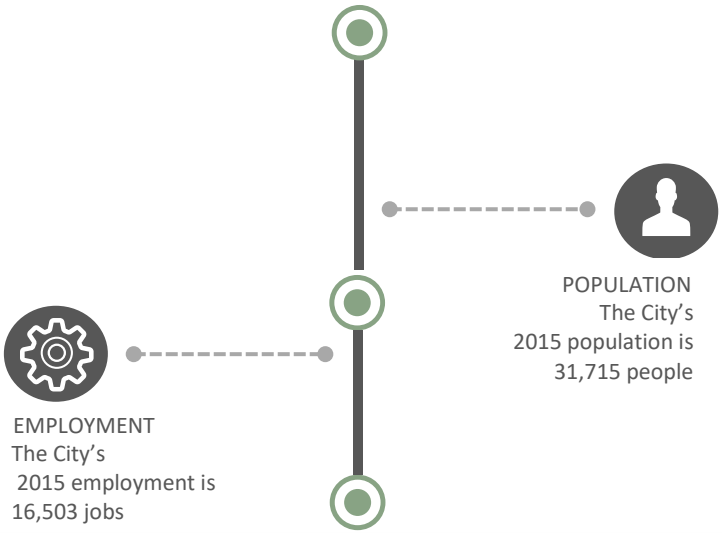
N

0 1 2
Miles

Basemap and data courtesy of ESRI, Skagit County, WSDOT, City of Mount Vernon

Map by MV GIS 7/5/2016

3.0
EXISTING POPULATION & EMPLOYMENT DEMOGRAPHICS



The numbers of people both living and working within the City's corporate boundaries are arguably the most fundamental demographics that must be known and tracked because the City is required to provide services and plan for future housing and employment growth.

The City's existing population and jobs are discussed in the following sections beginning with population growth. Following the population growth analysis **Sections 4.0** and **5.0** examine the future growth the City is anticipated to accommodate over the next 20-years and evaluates how this growth could be accommodated in the City and its associated Urban Growth Areas (UGAs).

3.1 HISTORIC/EXISTING POPULATION

TABLE 3.0: MOUNT VERNON'S POPULATION GROWTH OVER TIME[1]

1970's		1980's		1990's		2000's		2010's	
1970	8,804	1980	13,009	1990	17,647	2000	26,232	2010	31,743
1971	8,804	1981	13,300	1991	18,720	2001	26,460	2011	31,940
1972	8,900	1982	13,625	1992	19,550	2002	26,670	2012	32,250
1973	9,000	1983	13,600	1993	20,450	2003	27,060	2013	32,710
1974	9,270	1984	13,730	1994	20,950	2004	27,720	2014	33,170
1975	10,021	1985	14,210	1995	21,580	2005	28,210	2015	33,530
1976	10,300	1986	14,260	1996	21,820	2006	28,710		
1977	11,021	1987	14,400	1997	22,280	2007	29,390		
1978	11,600	1988	14,590	1998	22,540	2008	30,150		
1979	12,600	1989	14,790	1999	22,700	2009	30,800		

TABLE 3.1: GROWTH RATES COMPARED TO NEARBY JURISDICTIONS[1]

	1970 to 1980	1980 to 1990	1990 to 2000	2000 to 2010	2010 to 2014
Mount Vernon	3.9%	3.1%	4%	1.9%	1.1%
Skagit County	1.4%	2.3%	1.7%	.8%	.3%
Burlington	2.2%	1.2%	4.7%	2.2%	.2%
Sedro-Woolley	2.9%	.4%	3.2%	2.0%	.2%
Anacortes	1.6%	2.4%	2.4%	.8%	.6%
Bellingham	1.5%	1.4%	2.6%	1.9%	.6%
Everett	.2%	2.6%	2.7%	1.2%	.5%

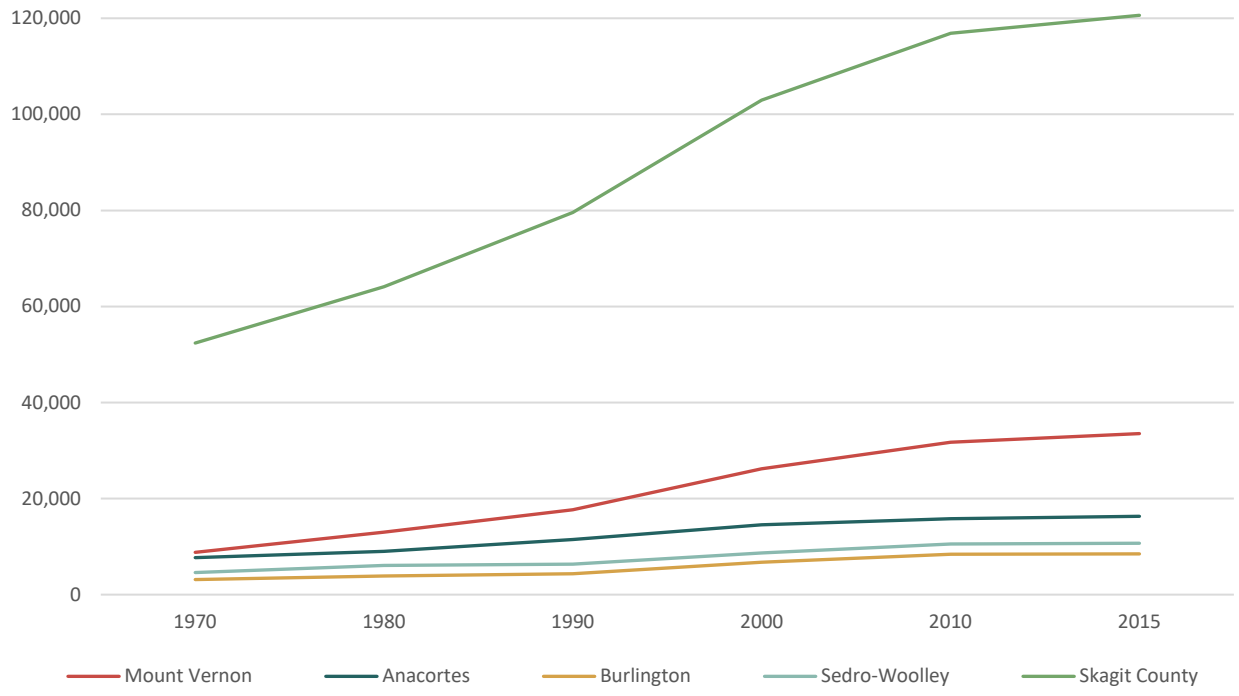
[1] WA State Department of Financial Management (last update December 10, 2012) Decennial Census Counts of Population for the State, Counties, Cities and Towns. Retrieved February 11, 2016, from http://www.ofm.wa.gov; and, U.S. Census Bureau; Census 1970, 1980, and 1990. *Population of Mount Vernon;* and, WA State Department of Financial Management. (April 1, 2015) Population of Cities, Towns and Counties Used for Allocation of Selected State Revenues. Retrieved February 11, 2016, from http://www.ofm.wa.gov

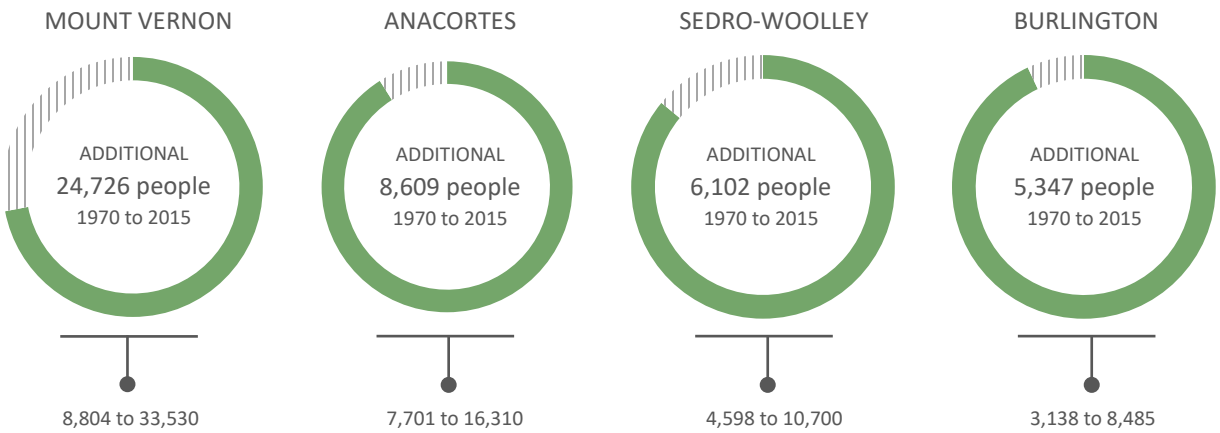
The most reliable data sources for population in Washington State includes the decennial (10-year) census from the U.S. Census Bureau and the Washington State Office of Financial Management's (OFM) population estimates that are released for the years in-between the decennial census.

Table 3.0 and **Graph 3.2** list and illustrate the population growth Mount Vernon has experienced from 1970 to 2015. Evident is that Mount Vernon has historically, and continues to, have a larger population than any of the other incorporated cities in Skagit County.

Table 3.1 provides decade specific growth rates (versus overall population counts) for Mount Vernon and nearby jurisdictions. This table shows that between 1970 and 1990 Mount Vernon's decade specific growth rates outpaced nearby cities but that between 1990 and 2010 Burlington's growth rate surpassed Mount Vernon's.

GRAPH 3.2: MOUNT VERNON'S POPULATION GROWTH COMPARED[1]





ALL OF SKAGIT COUNTY

AN ADDITIONAL 68,239 PEOPLE FROM 1970 TO 2015

52,381 to 120,620

[1] WA State Department of Financial Management (last update December 10, 2012) Decennial Census Counts of Population for the State, Counties, Cities and Towns. Retrieved February 11, 2016, from http://www.ofm.wa.gov; and, U.S. Census Bureau; Census 1970, 1980, and 1990. *Population of Mount Vernon;* and, WA State Department of Financial Management. (April 1, 2015) Population of Cities, Towns and Counties Used for Allocation of Selected State Revenues. Retrieved February 11, 2016, from http://www.ofm.wa.gov

Similar to Statewide trends, migration to Skagit County – versus natural increase (births minus deaths) has accounted for more half of the new population growth for a majority of the years between 2000 to 2014 as shown in **Table 3.3** and **Graph 3.4**.

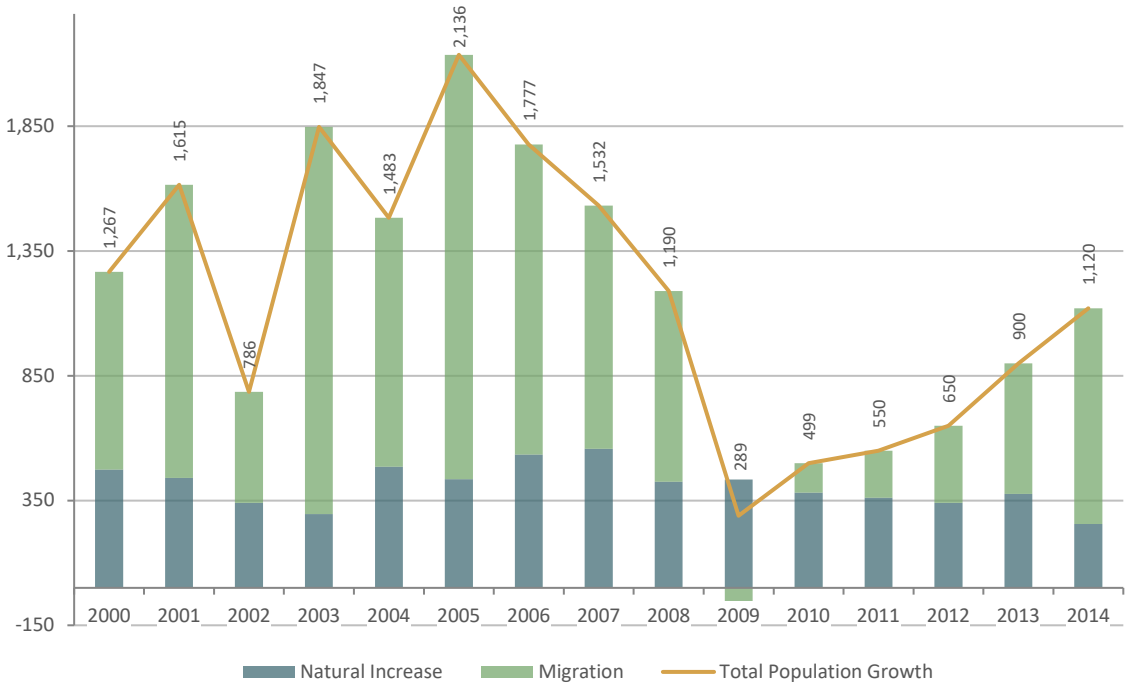
Unfortunately, Mount Vernon specific data is not available due to the way in which birth and death rates are tabulated; however, it is likely that a majority of Mount Vernon's growth is due to migration similar to Skagit County's trend.

TABLE 3.3: SKAGIT COUNTY POPULATION GROWTH COMPOSITION

YEAR	BIRTHS	DEATHS	NATURAL INCREASE	MIGRATION	TOTAL
2000	1,413	939	474	793	1,267
2001	1,405	965	440	1,175	1,615
2002	1,336	996	340	446	786
2003	1,364	1,068	296	1,551	1,847
2004	1,444	958	486	997	1,483
2005	1,468	1,033	435	1,701	2,136
2006	1,517	983	534	1,243	1,777
2007	1,568	1,011	557	975	1,532
2008	1,601	1,176	425	765	1,190
2009	1,498	1,064	434	-145	289
2010	1,476	1,095	381	118	499
2011	1,463	1,102	361	189	550
2012	1,445	1,104	341	309	650
2013	1,453	1,076	377	523	900
2014	1,405	1,149	256	864	1,120

[1] WA State Department of Financial Management (last update June 30, 2015) Population and Components of Change, 1960 to Present. Retrieved April 4, 2016, from http://www.ofm.wa.gov

GRAPH 3.4: SKAGIT COUNTY POPULATION GROWTH: NATURAL & MITRATION[1]



[1] See reference information found within Table 3.3

3.2 HISTORIC/EXISTING EMPLOYMENT

GRAPH 3.5 SEASONALLY ADJUSTED UNEMPLOYMENT RATES[1]

[1] See reference information found within Table 3.6

TABLE 3.6 SEASONALLY ADJUSTED UNEMPLOYMENT RATES FOR MOUNT VERNON MSA[1]

YEAR	UNEMPLOYMENT RATE
2000	6.5
2001	7.5
2002	8.4
2003	8.2
2004	7.1
2005	6.2
2006	5.6
2007	5.3
2008	6.1
2009	10.2
2010	10.9
2011	10.4
2012	9.6
2013	8.6
2014	7.4
2015	6.7

[1] WA State Employment Security Department (March 9, 2016) Historical Resident Labor Force and Employment, Seasonally Adjusted. Retrieved March 22, 2016, from http://www.esd.wa.gov

The most reliable source for employment data that can be compared across different timeframes is from the Washington State Employment Security Department (ESD). **Graph 3.5** and **Table 3.6** contain information on the seasonally adjusted average yearly unemployment rates for the Mount Vernon Metropolitan Statistical Area (MSA) from 2000 to 2015.

Table 3.7 and **Graph 3.8** contain the seasonally adjusted unemployment rates for the Mount Vernon MSA and several nearby jurisdictions along with the overall national rates. The Mount Vernon MSA has historically had higher unemployment rates than nearby jurisdictions.

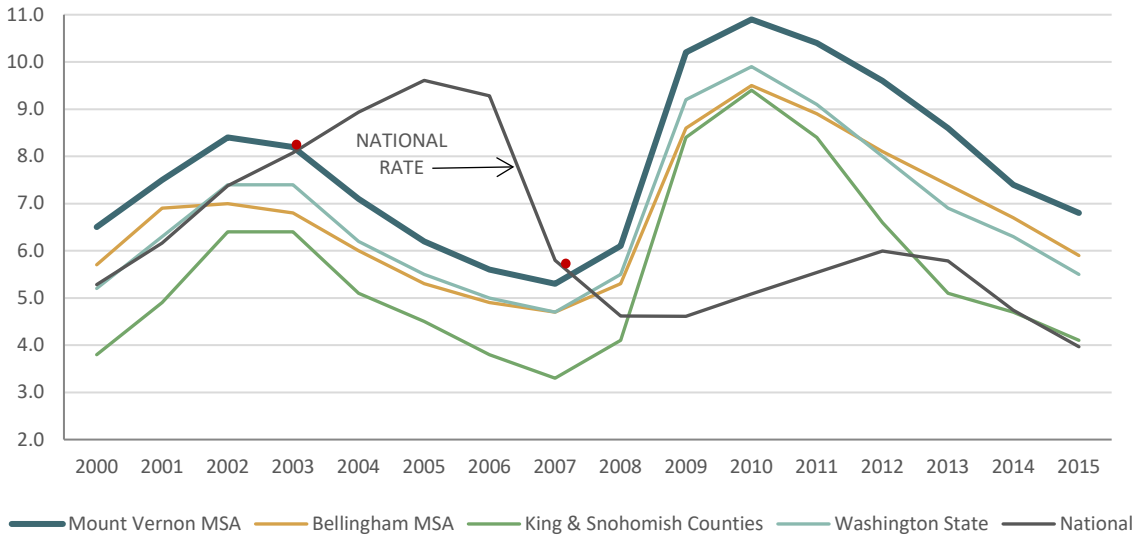
However, between 2003 to 2007 the Mount Vernon MSA (along with the other jurisdictions) had much lower unemployment rates than the national rates, which is best illustrated in **Graph 3.8**. It is important to point out that, overall, Mount Vernon's unemployment rates are consistent with the trends of neighboring jurisdictions.

TABLE 3.7 SEASONALLY ADJUSTED UNEMPLOYMENT RATES FOR IDENTIFIED AREAS[1]

YEAR	MOUNT VERNON MSA	BELLINGHAM MSA	KING AND SNOHOMISH COUNTIES	WASHINGTON STATE	NATIONAL
2000	6.5	5.7	3.8	5.2	5.3
2001	7.5	6.9	4.9	6.3	6.2
2002	8.4	7.0	6.4	7.4	7.4
2003	8.2	6.8	6.4	7.4	8.1
2004	7.1	6.0	5.1	6.2	8.9
2005	6.2	5.3	4.5	5.5	9.6
2006	5.6	4.9	3.8	5.0	9.3
2007	5.3	4.7	3.3	4.7	5.8
2008	6.1	5.3	4.1	5.5	4.6
2009	10.2	8.6	8.4	9.2	4.6
2010	10.9	9.5	9.4	9.9	5.1
2011	10.4	8.9	8.4	9.1	5.5
2012	9.6	8.1	6.6	8.0	6.0
2013	8.6	7.4	5.1	6.9	5.8
2014	7.4	6.7	4.7	6.3	4.7
2015	6.8	5.9	4.1	5.5	4.0

[1] WA State Employment Security Department (March 9, 2016) Historical Resident Labor Force and Employment, Seasonally Adjusted. Retrieved March 22, 2016, from http://www.esd.wa.gov

GRAPH 3.8 SEASONALLY ADJUSTED UNEMPLOYMENT RATES FOR IDENTIFIED AREAS[1]



[1] See reference information found within Table 3.7

4.0
PROJECTED POPULATION & EMPLOYMENT GROWTH

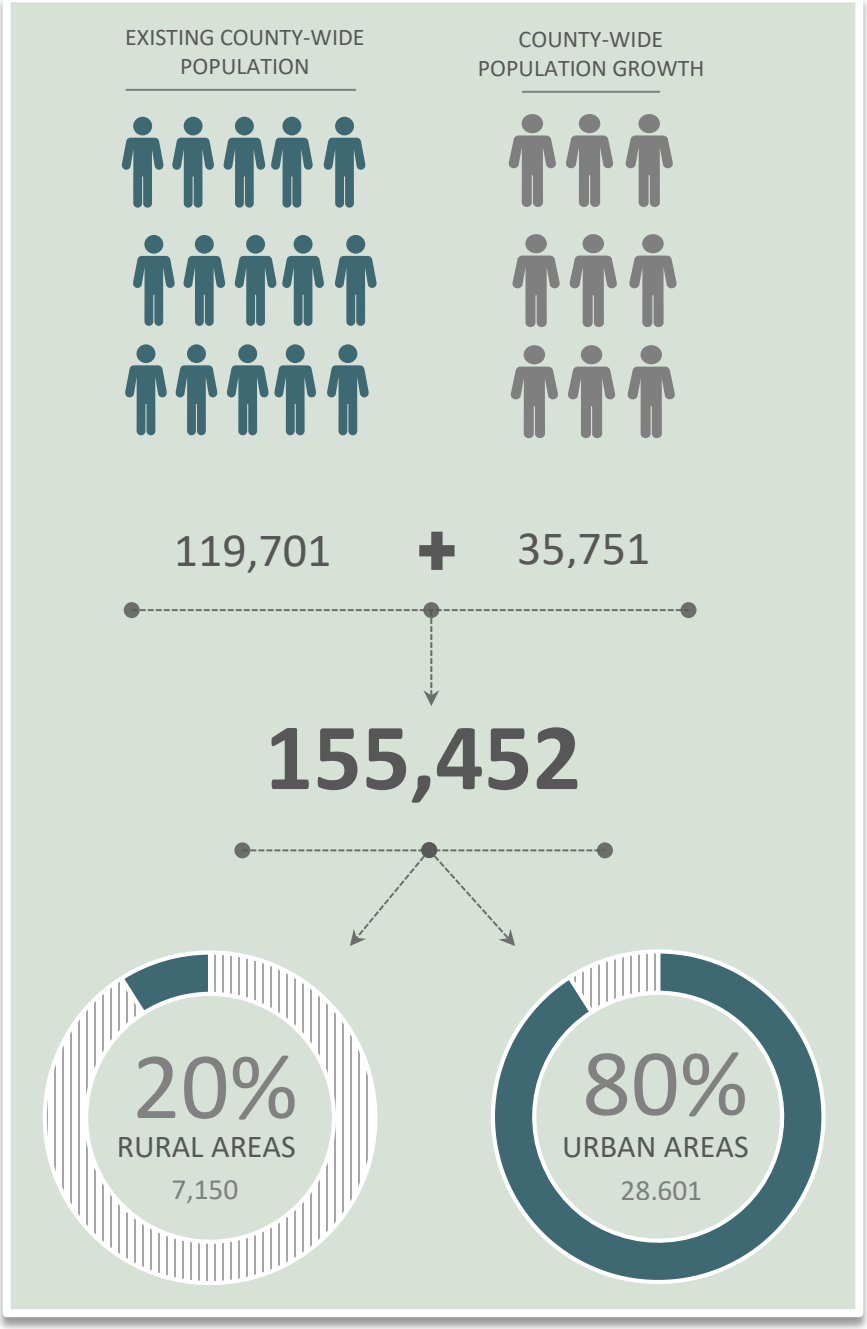
The Growth Management Act (GMA) requires that counties and cities consult to allocate both population and employment growth expected over the 20-year timeframe in which jurisdictions are expected to plan. With the population and employment allocations is work that each jurisdiction must do to make sure they can accommodate the growth they agree to accommodate.

The initial analysis of overall population and employment to be distributed to Skagit County was done by the GMA Technical Advisory Committee (TAC) which is a committee that reports to the Mayors of each City (or appointed Council members) and the County Commissioners as set forth in the adopted and recorded Framework Agreement (A.F. #: 200211270010) that Mount Vernon, Skagit County, and other County jurisdictions are party to.

Once these overall County-wide numbers and the 80/20 urban-to-rural distributions were preliminarily agreed upon allocations to each 'urban' jurisdiction/area was analyzed, debated, and eventually agreed upon. The urban allocations proved to be more difficult to allocate due to a timing issue. This timing issue was created because on one hand each jurisdiction needed a target to plan for; while at the same time, they were updating or creating the information they needed to show that they could accommodate their population and employment allocations.

To overcome this challenge the GMA TAC agreed it would be best to consider initial allocations that would be finalized after each jurisdiction completed their Buildable Lands work.

4.1 PROJECTED POPULATION GROWTH



After an analysis of the population growth trends and development capacity measures the countywide target population was placed at 155,452 people; a countywide increase in population of 35,751 people. The urban/rural split for this population remained at 80/20, which means that an additional 28,601 people were allocated to the urban areas and 7,150 were allocated to the rural areas.

The Skagit County overall population projections were arrived at using the Office of Financial Management's medium population projections. OFM describes the 'medium population projections' as the most likely to occur. This initial multi-jurisdictional work and process is memorialized in the BERK Consulting report titled, "Skagit County Growth Projections" dated July 2014, that is contained in **Appendix C**.

The next step in the allocation process was for the cities to take the 80% urban split and allocate it to the urban areas. **Table 4.0** details and **Graph 4.1** illustrates how the urban population was distributed to each of the listed jurisdictions.

Noteworthy is the fact that Mount Vernon was allocated 43% of the total 'urban' allocation - significantly more than any other 'urban' area – and expects to see a 35% increase in population over the 20-year planning horizon.

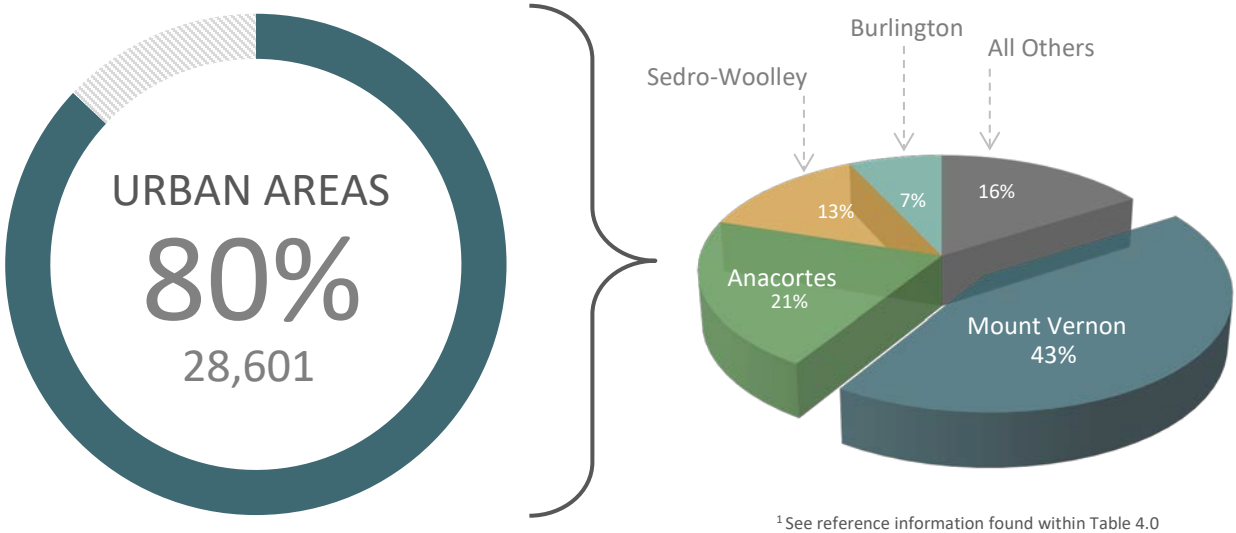
TABLE 4.0 POPULATION GROWTH THROUGH 2036[1]

JURISDICTION (CITY & UGAS)	2012 POPULATION	2012 TO 2015 POPULATION GROWTH	2015 TO 2036 POPULATION FORECAST	2036 POPULATION GROWTH ALLOCATION	2036 POPULATION ALLOCATION PERCENTAGE
Anacortes	16,090	308	5,895	22,293	16.5%
Burlington	10,393	71	3,808	14,272	10.7%
Mount Vernon	**33,935**	**1,034**	**12,434**	**47,403**	**34.8%**
Sedro-Woolley	12,431	83	4,555	17,069	12.7%
Concrete	873	0	320	1,193	.9%
Hamilton	310	3	114	427	.3%
LaConner	898	-1	329	1,226	.9%
Lyman	441	2	162	605	.5%
Bayview Ridge	1,812	-1	72	1,883	.2%
Swinomish	2,489	15	912	3,416	2.6%
Rural *(outside UGAs)*	38,277	238	7,150	45,665	20%
TOTAL	**117,949**	**1,752**	**35,751**	**155,452**	**100%**

80% URBAN ALLOCATION

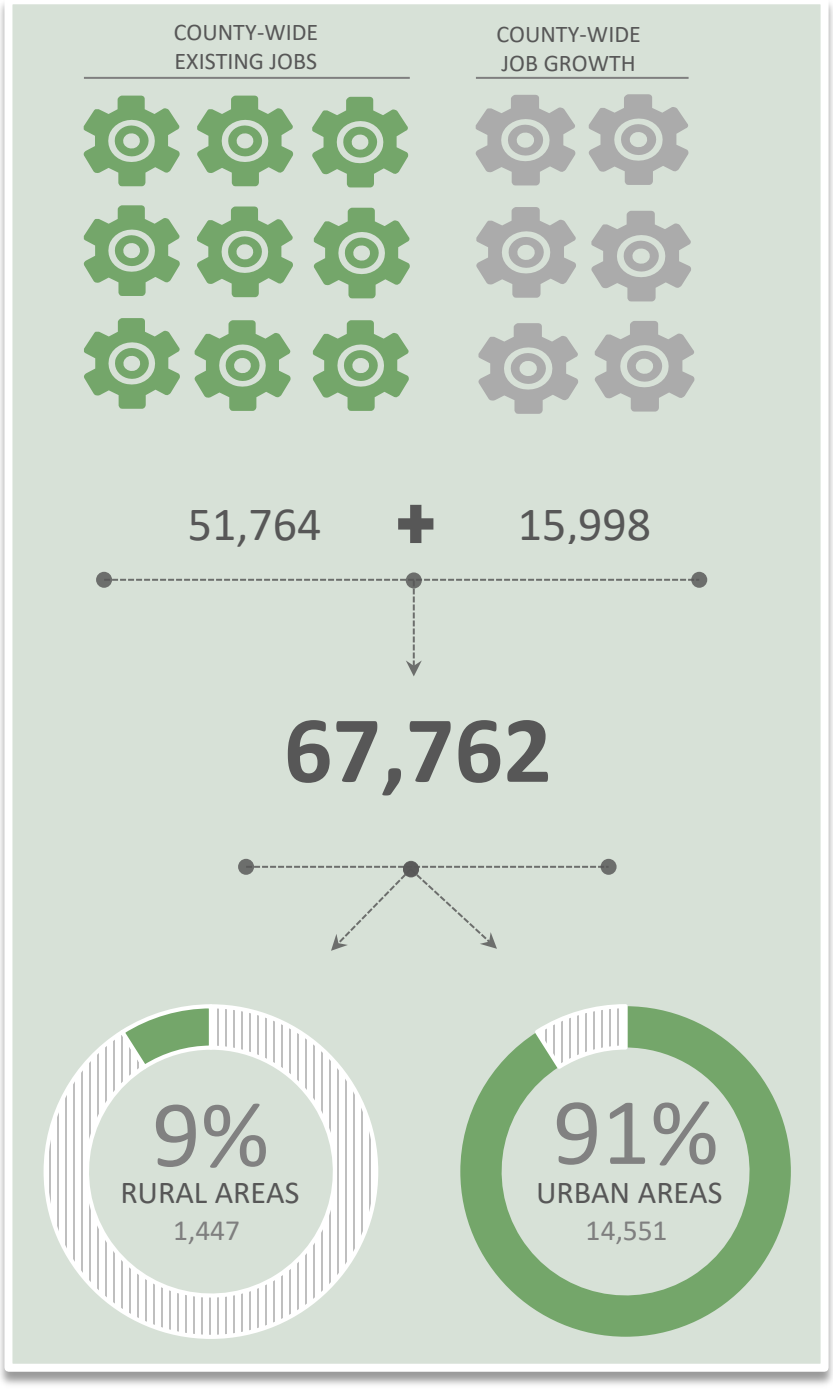
[1] BERK Consulting for Skagit County. Skagit County Growth Projections Summary of Methods and Results. (2014, July.) Document is appended as Appendix D.

GRAPH 4.1: POPULATION ALLOCATION TO 'URBAN' AREAS[1]



[1] See reference information found within Table 4.0

4.2 PROJECTED EMPLOYMENT GROWTH



The Countywide employment projections for the 20-year planning horizon were developed by BERK Consulting based on population and employment ratio assumptions and some Employment Security Department (ESD) growth rates applied to the 2012 job base independent of population growth.

The industry split was determined by considering factors such as: current industry distributions, recent trends, industry shifts, ESD mid-term projections, and other related factors.

Once these baseline projections were completed different methods for allocating the projected jobs were created and analyzed. Through this process the GMA Technical Advisory Committee (TAC) recommended that a projection similar to, but slightly more than, the ESD growth rates be adopted reflecting the desire to further a policy choice that would increase family wage jobs and industrial growth over the 20-year planning horizon.

The total employment projection that was initially adopted by the GMA Steering Committee would add approximately 16,000 jobs to Skagit County, as a whole, between 2015 and 2036.

Allocating these jobs to the different jurisdictions was done after review of several different scenarios. The final GMA TAC recommendation was to adopted allocations that reflect trends with the Rural areas receiving 9%, the I-5 corridor receiving 73%, the City of Anacortes receiving 13% and the remaining 5% being allocated to the remaining jurisdictions (see **Table 4.2** and **Graph 4.3**).

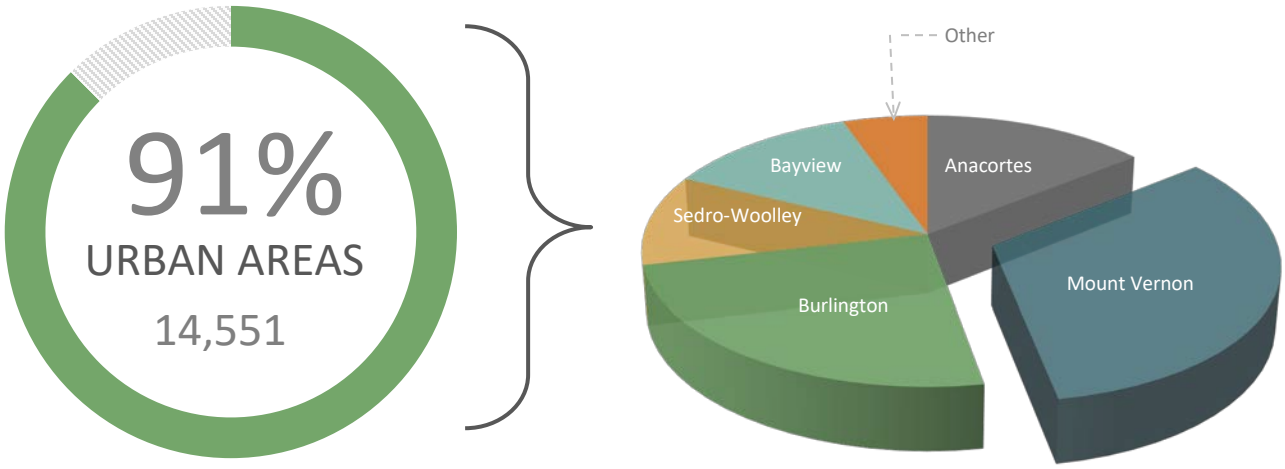
TABLE 4.2 EMPLOYMENT GROWTH THROUGH 2036[1]

JURISDICTION (CITY & UGAS)	2015 EXISTING JOBS	2036 JOB ALLOCATION	2036 TOTAL JOBS	2036 JOB GROWTH ALLOCATION PERCENTAGE
Anacortes	8,404	2,076	10,480	13%
Burlington	9,896	3,516	13,412	22%
Mount Vernon	**16,503**	**4,785**	**21,288**	**29.9%**
Sedro-Woolley	4,752	1,572	6,324	9.8%
Concrete	358	109	467	.7%
Hamilton	222	66	288	.4%
LaConner	1,091	329	1,420	2.1%
Lyman	29	9	38	.1%
Bayview Ridge	1,656	1,799	3,455	11.2%
Swinomish	957	290	1,247	1.8%
Rural (outside UGAs)	7,896	1,447	9,343	9%
TOTAL	**51,764**	**15,998**	**67,762**	**100%**

91% URBAN ALLOCATION

[1] BERK Consulting for Skagit County. Skagit County Growth Projections Summary of Methods and Results. (2014, July.) Document is appended as Appendix D.

GRAPH 4.3: EMPLOYMENT ALLOCATION TO 'URBAN' AREAS[1]



[1] See reference information found within Table 4.2

5.0
ACCOMMODATING FUTURE GROWTH

To ensure the City has lands available to support both the population and employment allocated to the City over the next 20-years the City updated its Buildable Lands & Land Capacity Analysis (BLLCA) before the Land Use Element was finalized. The BLLCA identifies the amount of land in each of the City's existing zoning designations and estimates the amount of buildable land not encumbered by things like structures, infrastructure, critical areas, et cetera. **Table 5.0** summarizes the BLLCA and the entire document can be found in **Appendix B.**

The BLLCA takes into account the existing development within the City, and has made conservative assumptions with regard to the location and extent of future street systems, stormwater facilities, critical areas (wetlands, streams, steep slopes, floodways), and future lands that will be developed with public uses such as municipal facilities, schools, parks, open spaces, and churches.

The BLLCA proves the City will be able to accommodate the number of homes necessary to meet the population that was allocated to the City for the current planning horizon of 2016 to 2036. In fact, over 90% of the homes necessary to house this population could be located within the *existing* City limits.

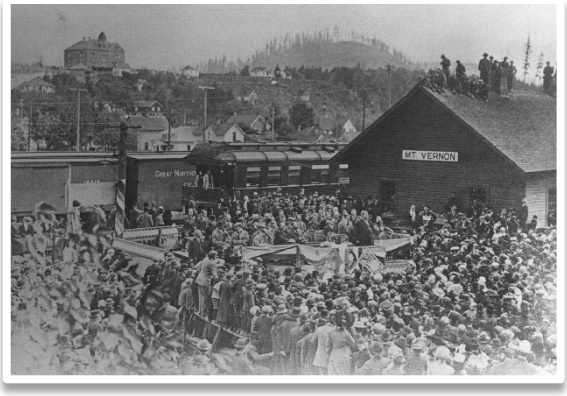
Evident from the BLLCA is the lack of commercial and industrial lands available for development within the City. In total the City only has 71.2 acres of commercial/industrial land less than one (1) acre in size; and only 125.8 acres that is greater than one (1) acre in size. The City has been very concerned for some time about not having enough commercial/industrial lands to provide jobs and local tax revenue. See **Appendices B and C** for more in-depth data and analysis on this issue.

TABLE 5.0: BUILDABLE LANDS SUMMARY

RESIDENTIAL			COMMERCIAL & INDUSTRIAL		
TYPE	**CITY UNITS[2]**	**UGAS UNITS**	**TYPE**	**< 1 ACRE**	**> 1 ACRES**
Single-Family[1] Residential	1,025	4,284	Commercial[5]	31	53
Multi-Family Residential[3]	276	NA	Industrial[6]	40.2	72.8
Existing 'Pipeline' Developments[4]	2,338	NA			
Transfer of Development Rights	135	NA			
Totals:	**3,774**	**4,284**		**71.2**	**125.8**

[1] Includes all existing or future R-1 zones. Existing R-A zoned properties have been assigned to a zoning category consistent with their existing Comprehensive Plan designations. See Appendix B for additional details.
[2] See Appendix B for the methodology utilized in determining the number of additional lots that could be created.
[3] Includes all R-2, R-3, and R-4 zones
[4] See Appendix B for a list of the existing pipeline developments and their associated lot counts.
[5] Includes C-1, C-2, C-3, C-4, LC and P-O zones.
[6] Includes C-L, M-1 and M-2.

6.0
LAND USE PATTERNS



Top aerial photo taken in 1960 looking north with the Interstate-5 and College Way intersection near the middle of the photo.

Bottom photo shows a crowd gathered in 1911 to hear President Taft at what was then the Mount Vernon Depot. This is the current day Skagit River Brewery. Bottom photo courtesy of Roger Fox – Historical data Dick Fallis' "Walking Tour of Historic Mount Vernon" 1986.

The City's land use patterns have, over time, been heavily influenced by the location of the Skagit River, the Burlington Northern Railroad, Interstate-5, State Routes 536 and 538, and the topographic changes that occur as one heads east and southeast through the City.

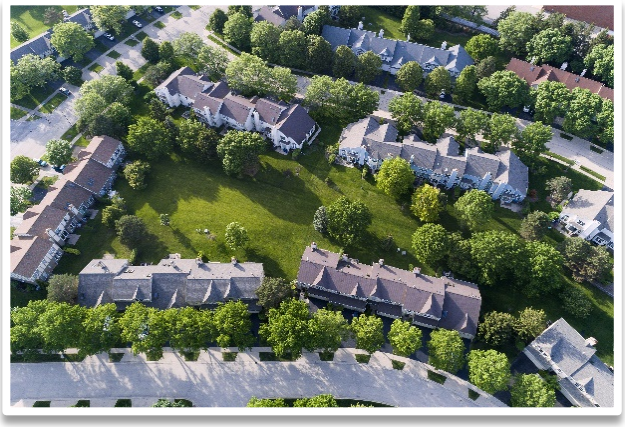
The City's first business district was formed on the east side of the river where the City's historic downtown district still exists today (generally between Division and Kincaid Streets).

Additional business, commercial, and industrial areas have development around major transportation corridors such as Interstate-5, Riverside Drive, College Way (SR 536) and more recently in the South Mount Vernon area where both Old Highway 99 and Interstate-5 run north/south.

Historically natural disasters such as floods and fires spurred residential growth at higher elevations on the east side of the City moving away from the Skagit River and Interstate-5. In large part these land use patterns still exist today.

6.1
OVERALL LAND USE TYPES

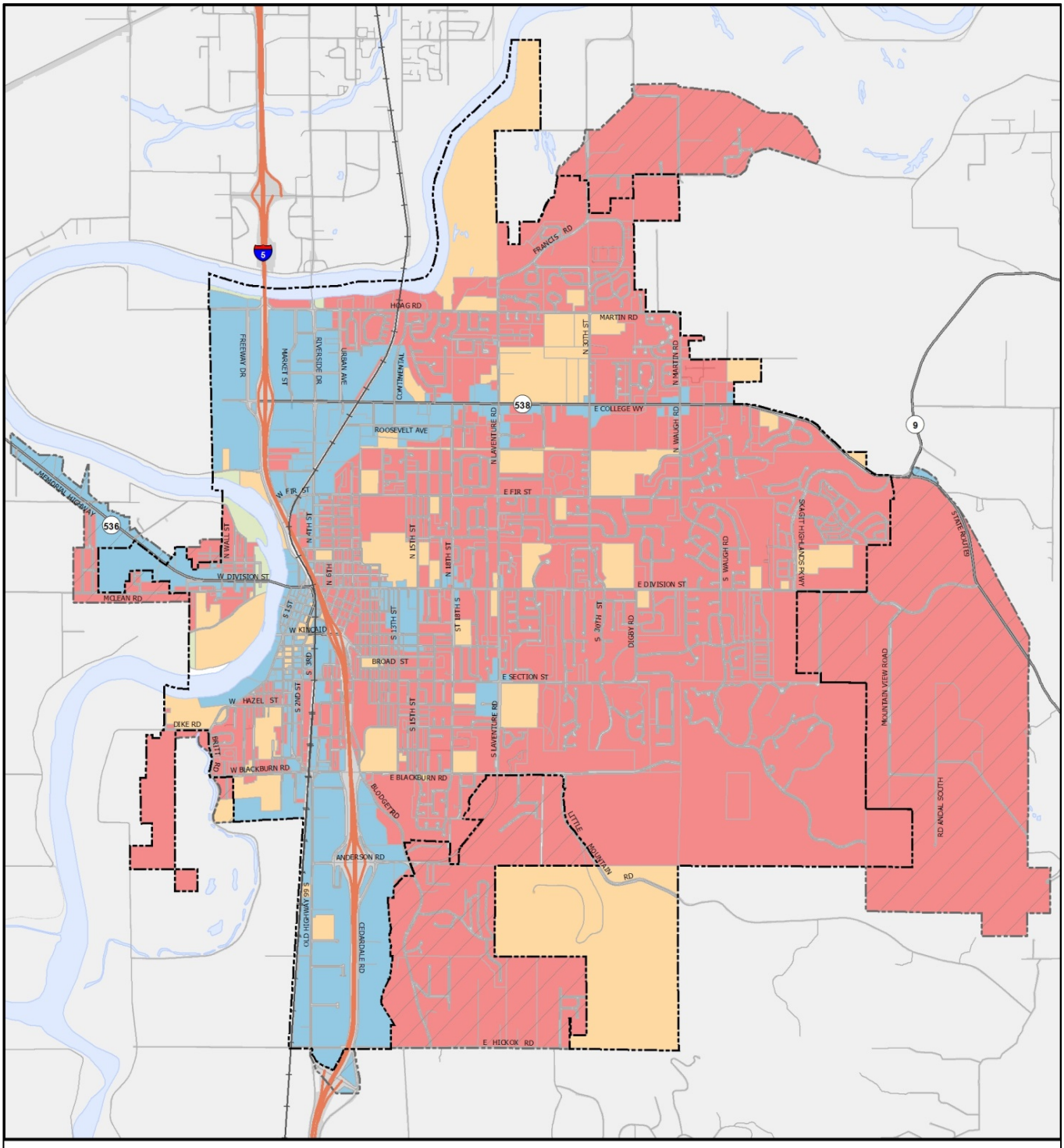
As of January 1, 2016, there are 6,798 acres that have land use designations within the current City limits and 2,387 acres within the City's UGAs; for a total UGA plus City of 9,185 acres. This acreage is categorized into the zoning designations outlined in **Table 6.0.** In addition to the 9,185 acres of property zoned within the City and its associated UGAs, there is 1,431 acres of property such as rights-of-way and the river that are not zoned.



To illustrate the City's overall land use designations following is **Map 2.0** that shows overall land use types; e.g., commercial, residential, public, and open spaces. In addition to this map **Table 6.0** and **Graph 6.1** outline and illustrate the City's broader land use designations. Evident from this map and graph is that the City is composed predominately of areas designated for residential purposes.

The City's zoning code has evolved over the years, but remains largely rooted in a Euclidean zoning scheme. Euclidean zoning is characterized by the separation of land uses into specified districts with associated development regulations. As the City's zoning code was changed and updated through the decades the uses allowed within the different zoning designations have been modified such that the current uses allowed within different zones are much different than what the original zoning allowed.

This has created a situation where analyzing zoning designations in the City can be very misleading due to the mix of uses that many of the City's zoning districts allow. For example, looking only at the zoning summaries found **in Table 6.0** one could assume that the City had very few multi-family structures since just three percent (3%) of the City is zoned for multi-family residential uses. However, contrary to the zoning summary, 28% of all of the existing residential structures are developed with multi-family units.



LAND USE ELEMENT MAP 2.0: LAND USES

City of MOUNT VERNON

- Floodplain
- Residential
- Commercial
- Public
- Public Right of Way
- City Boundary
- Urban Growth Area
- Railroad
- Water Body

N

0 0.5 1
Miles

Map by MV GIS 7/5/2016

6.2 ZONING DESIGNATIONS

Table 6.0 and **Graph 6.1** identify and depict the different zoning designations found in the City and the acreage that exists within each of these designations on March 1, 2016.

Table 6.2 contains a list of the City's existing Comprehensive Plan designations and lists the zoning designation(s) that they are consistent with along with the minimum and maximum net densities allowed within each of the listed zoning designations.

Map 3.0 identifies the existing Comprehensive Plan designations throughout the City as of January 1, 2016. **Map 4.0** identifies Skagit County's zoning designations within the City's Urban Growth Areas (UGAs). **Map 5.0** identifies areas that are zoned R-1, 3.0 that have an overlay restricting their density to a maximum of 3.23 dwelling unit per acre. This overlay means that these areas cannot be zoned to R-1, 4.0 without amending **Map 5.0.**

Appendix A provides additional details with regard to minimum and maximum densities within the City.

TABLE 6.0: ZONING ACREAGES

RESIDENTIAL		COMMERCIAL/INDUSTRIAL		OTHER	
ZONING DESIGNATION	ACRES	ZONING DESIGNATION	ACRES	ZONING DESIGNATION	ACRES
Single-Family Residential (R-1, 7.0)	442	C-1	46	H-D	29
Single-Family Residential (R-1, 5.0)	418	C-2	510	Dike	4
Single-Family Residential (R-1, 4.0)	1,298	C-3	15	F-1	35
Single-Family Residential (R-1, 3.0)	731	C-4	15	R-O	2
High Density in UGA	70	C-L	416	RR	43
Medium Density in UGA	2,234	L-C	.5	Public	1376
Multi-Family Residential (R-4)	36	M-1	40	Public in UGA	8
Multi-Family Residential (R-3)	247	M-2	72	Skagit River	201
Duplex and Townhomes (R-2)	28	P-O	33	Public Rights-of-Way (City + UGAs)	1,230
Mobile Home Park (MHP)	126	C-L in UGA	66		
Residential Agricultural (R-A)	183	Commercial UGA	9		
Eaglemont PUD	653				
TOTAL	**6,466**	**TOTAL**	**1,222.5**	**TOTAL**	**2,928**

GRAPH 6.1: ZONING/LAND USE PERCENTAGES

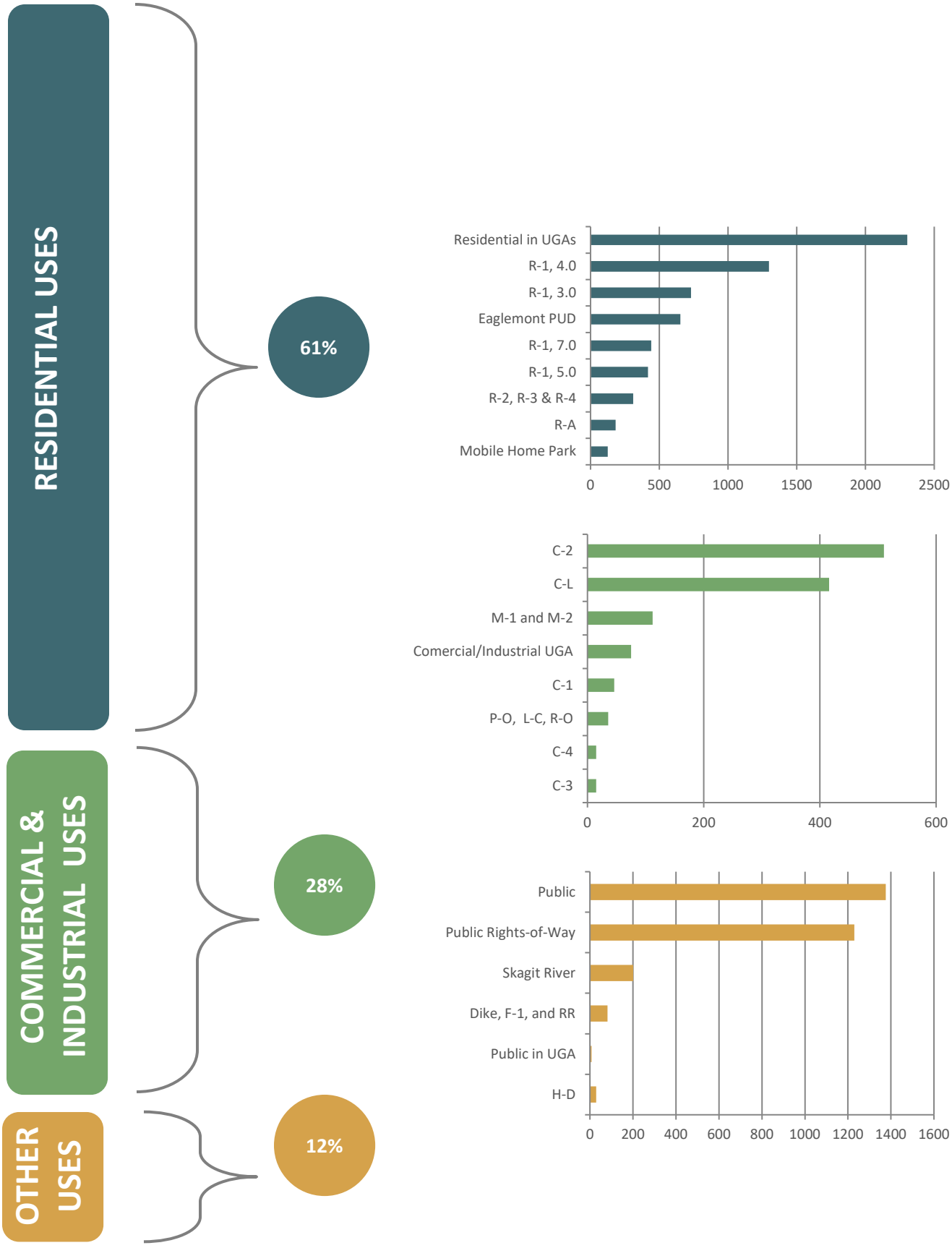


TABLE 6.2: EXISTING RESIDENTIAL ZONING DENSITIES WITH DEVELOPMENT OPTIONS[5]

ZONING DESIGNATION	COMPREHENSIVE PLAN DESIGNATION	MINIMUM NET DENSITY (DU/ACRE)	MAXIMUM NET DENSITY (DU/ACRE)	POTENTIAL DENSITY INCREASES? (TDR, PUD, ETC) YES OR NO
R-1, 7.0 [1] Single-Family Residential	High Density Single-Family (SF-HI)	4.0	7.26	YES
R-1, 5.0 [1] Single-Family Residential	High Density Single-Family (SF-HI)	4.0	5.73	YES
R-1, 4.0 [1] Single-Family Residential	Medium Density Single-Family (SF-MED)	4.0	4.54	YES
R-1, 3.0 [1] Single-Family Residential	Medium Density Single-Family (SF-MED)	3.23	3.23	OVERLAY ZONE ONLY (NO PUD OR TDR)
R-2 Two-Family Residential	Low Density Multi-Family (MF-LO)	8.0	10	YES
R-3 Multi-Family Residential	Medium-High Density Multi-Family (MF-MH)	10.0	12 or 15[2]	YES
R-4 Multi-Family Residential	Medium-High Density Multi-Family (MF-MH)	10.0	15 or 20[3]	YES
R-A Residential Agricultural [4]	Agricultural with Density Transfer (AG)	1.24	1.24	NA

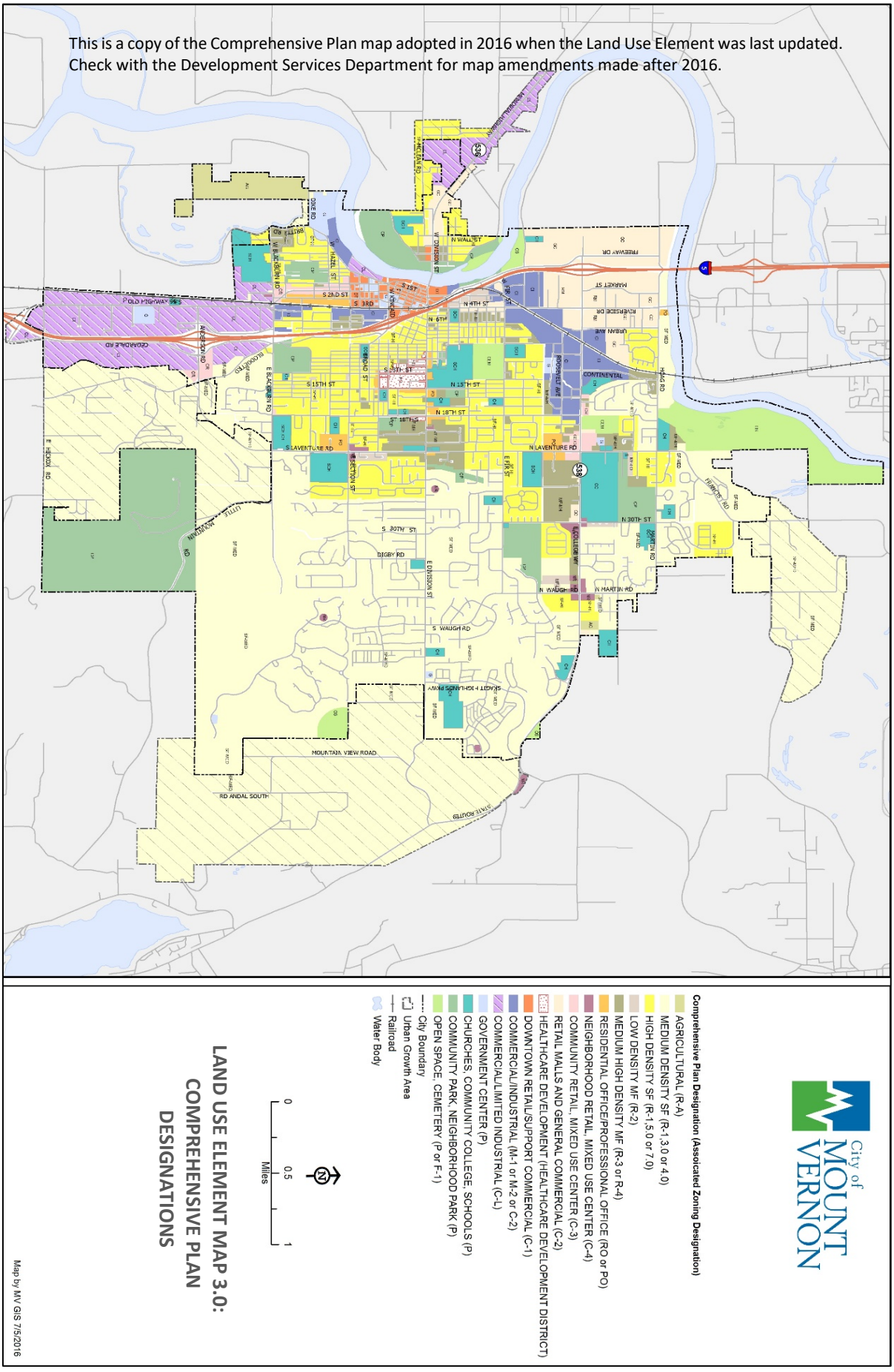
[1] A minimum net density of 4 dwelling units per acre (du/acre) is required in this zone unless documented critical areas including areas of special flood risk designation, resource lands, restriction on access or other physical site constraints limit the ability to achieve this density. Due to the unique characteristics of the existing neighborhoods identified on Map LU-5 these areas shall not have densities exceeding 3.23 du/acre; and thus are not required to meet the minimum net density of 4 du/acre.

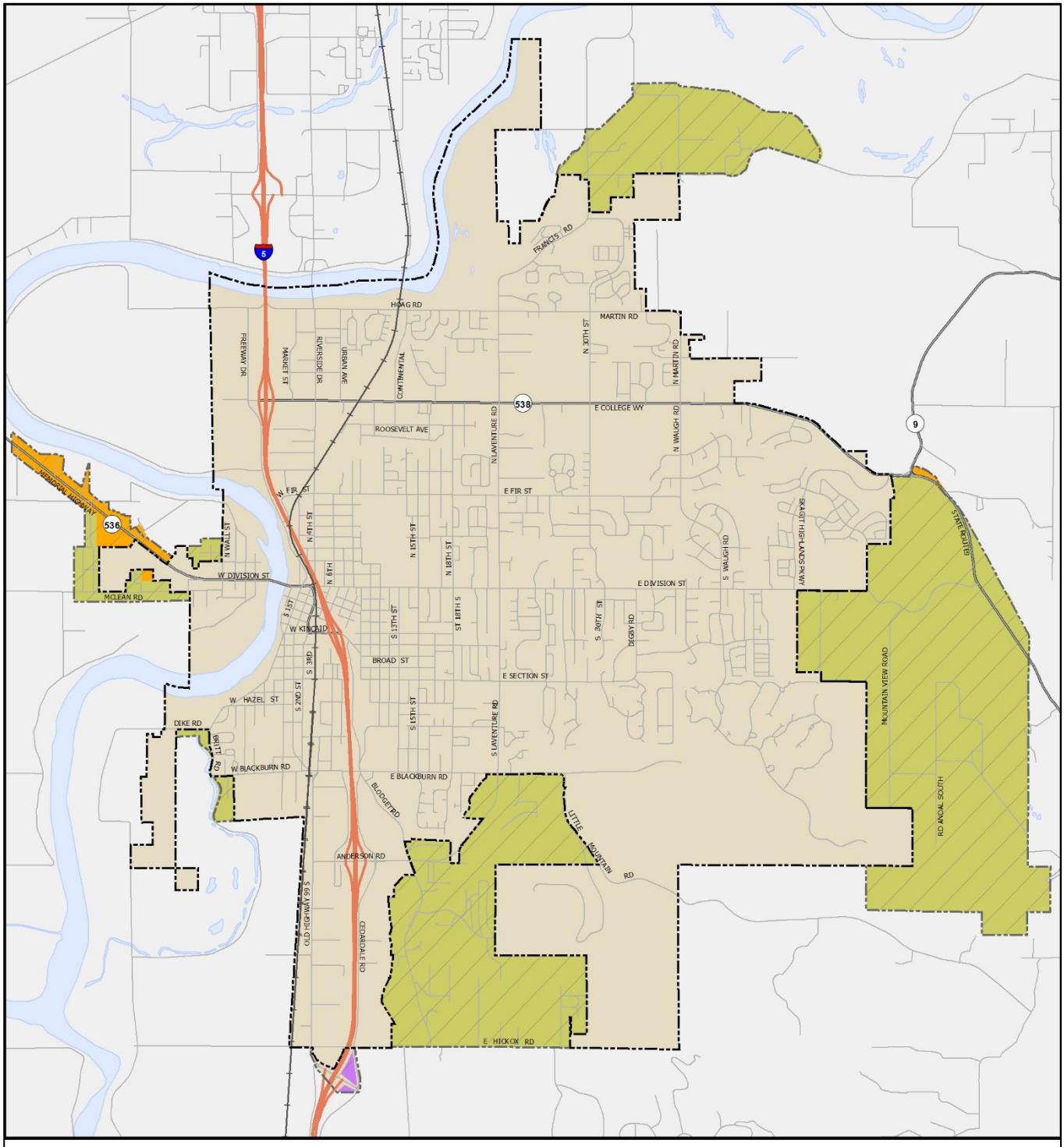
[2] 15 du/acre may be achieved if at least 50% of the required parking spaces are located in an enclosed area beneath the habitable floors of the building or complex.

[3] 20 du/acre may be achieved if at least 50% of the required parking spaces are located in an enclosed area beneath the habitable floors of the building or complex.

[4] The City has put policies into place to require the re-designation of parcels zoned R-A where the Comprehensive Plan designation is not consistent with the zoning of the parcel.

[5] The City could adopt new zoning designations and associated development regulations following the adoption of this Element of the Comprehensive Plan consistent with Land Use Policy LU-1.1.8.


This is a copy of the Comprehensive Plan map adopted in 2016 when the Land Use Element was last updated.
Check with the Development Services Department for map amendments made after 2016.
City of MOUNT VERNON
Comprehensive Plan Designation (Associated Zoning Designation)
AGRICULTURAL (R-A)
MEDIUM DENSITY SF (R-1.3.0 or 4.0)
HIGH DENSITY SF (R-1.5.0 or 7.0)
LOW DENSITY MF (R-2)
MEDIUM HIGH DENSITY MF (R-3 or R-4)
RESIDENTIAL OFFICE/PROFESSIONAL OFFICE (RO or PO)
NEIGHBORHOOD RETAIL MIXED USE CENTER (C-4)
COMMUNITY RETAIL, MIXED USE CENTER (C-3)
RETAIL MALLS AND GENERAL COMMERCIAL (C-2)
HEALTHCARE DEVELOPMENT (HEALTHCARE DEVELOPMENT DISTRICT)
DOWNTOWN RETAIL/SUPPORT COMMERCIAL (C-1)
COMMERCIAL/INDUSTRIAL (M-1 or M-2 or C-2)
COMMERCIAL/LIMITED INDUSTRIAL (C-I)
GOVERNMENT CENTER (P)
CHURCHES, COMMUNITY COLLEGE, SCHOOLS (P)
COMMUNITY PARK, NEIGHBORHOOD PARK (P)
OPEN SPACE, CEMETERY (P or F-1)
City Boundary
Urban Growth Area
Railroad
Water Body
0
0.5
1
Miles
LAND USE ELEMENT MAP 3.0:
COMPREHENSIVE PLAN
DESIGNATIONS
Map by MV GIS 7/5/2016



LAND USE ELEMENT MAP 4.0: SKAGIT COUNTY ZONING OF UGAs

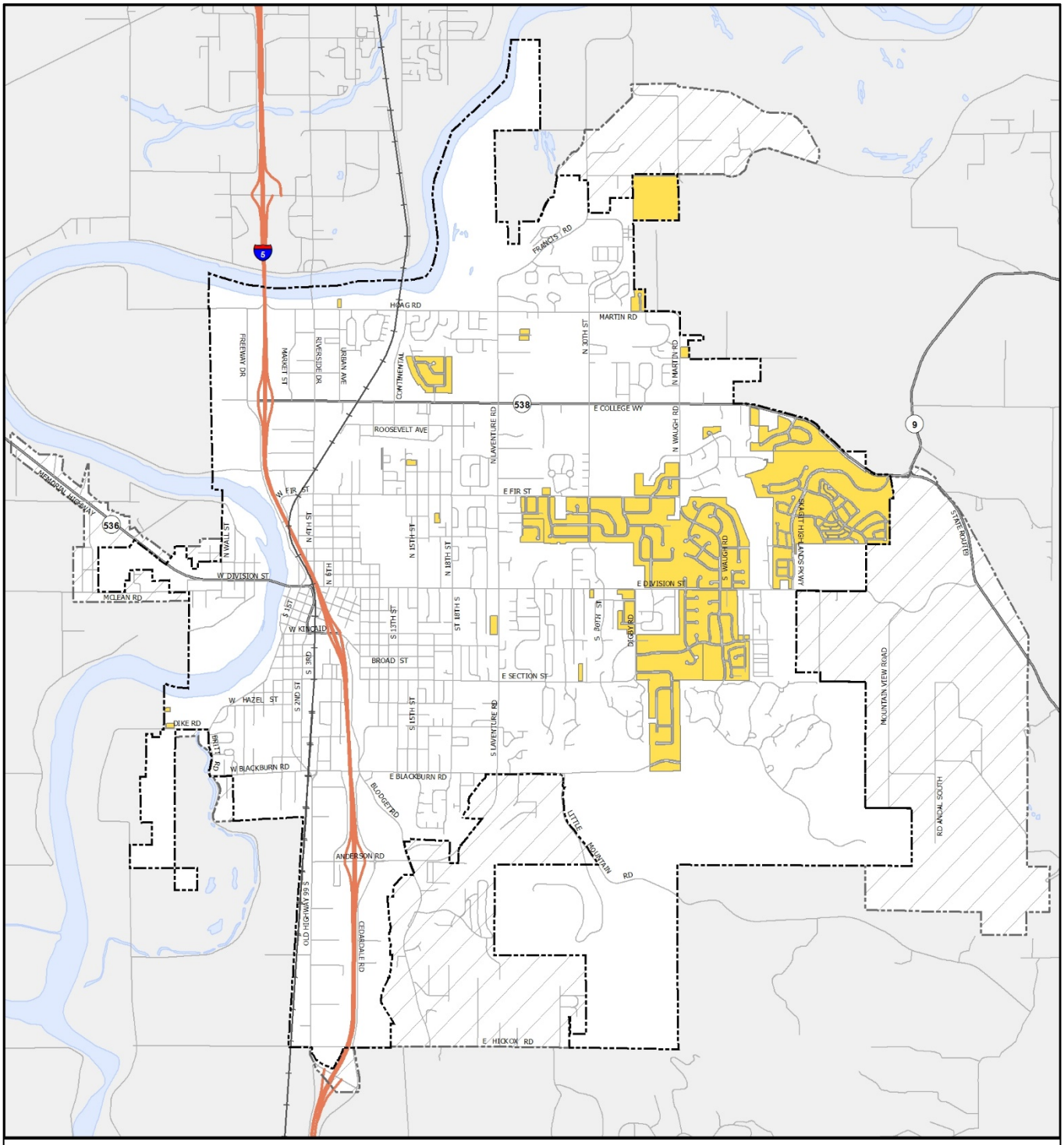
City of MOUNT VERNON

- [MV-UD] Mount Vernon UGA Urban Development District
- [URC-I] Urban Reserve Commercial Industrial
- [URR] Urban Reserve Residential
- City Boundary
- Incorporated City of Mount Vernon
- City of Mount Vernon Urban Growth Area
- Railroad
- Water Body

N

0 0.5 1
Miles

Map by MV GIS 7/5/2016



LAND USE ELEMENT MAP 5.0: MAXIMUM DENSITY OVERLAY ZONE

City of MOUNT VERNON

- Parcels zoned R-1, 3.0 that shall have a maximum density of 3.23 dwelling units per acre
- City Boundary
- City of Mount Vernon Urban Growth Area
- Railroad
- Water Body

0 0.5 1 Miles

Map by MV GIS 7/5/2016

6.3 URBAN GROWTH AREAS

The City's Urban Growth Areas (UGAs) are areas that the City expects to grow into overtime through the annexation process.

The City has provided all of its UGAs with Comprehensive Plan designations that guide the City when determining what the zoning of property will be when the City chooses to annex it into the City.

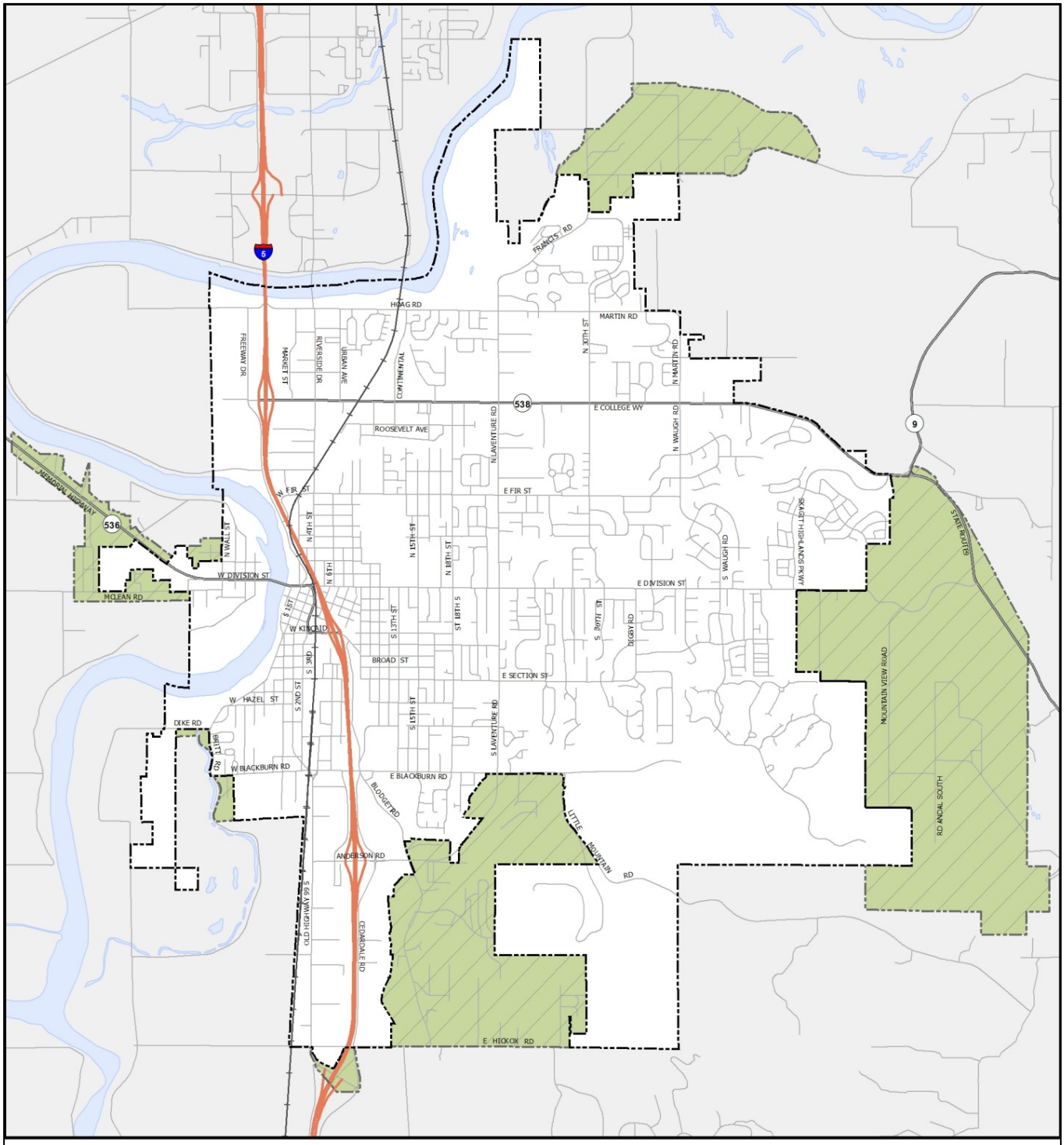
Table 6.3 outlines the City's Comprehensive Plan designations that have already been chosen for its UGAs, the City's zoning that is associated with the Comprehensive Plan designations, and the Skagit County Zoning/Comprehensive Plan designation of these areas.

Property within the City's UGAs are not subject to the City's development regulations until such time they are annexed into the City. Even so, because these areas are anticipated to become part of the City at some point in time the City and County negotiated a set of development regulations specific to UGAs in 2005 that the County administers.

These UGA specific development regulations were originally adopted by Skagit County with Ordinance 020050007. This ordinance gives Mount Vernon the option of amending its Comprehensive Plan designations within residentially designated UGA areas to allow for a one-acre lot overlay zone if certain conditions can be met. Mount Vernon has opted not to allow such an overlay in its UGAs.

TABLE 6.3 UGA ZONING

CITY COMPREHENSIVE PLAN DESIGNATIONS	CITY ZONING	CORRESPONDING COUNTY ZONING
Single-Family High	Single-Family Residential R-1,5.0 or 7.0	Urban Reserve Residential (URR)
Single-Family Medium	Single-Family Residential R-1,3.0 or 4.0	Urban Reserve Residential (URR)
Commercial/Limited Industrial (C-L)	Commercial/Limited Industrial (C-L)	Urban Reserve Commercial-Industrial (URC-I)
To be Determined	To be Determined	Urban Development District



LAND USE ELEMENT MAP 6.0: MOUNT VERNON URBAN GROWTH AREAS

City of MOUNT VERNON

- City Boundary
- City of Mount Vernon Urban Growth Area
- Railroad
- Water Body

N

0 0.5 1
Miles

Map by MV GIS 7/5/2016

7.0
CRITICAL AREAS

Mount Vernon is home to an incredible array of natural resources. The City is located within the Skagit River watershed just six (6) miles east of Puget Sound. The Skagit River is identified as a "shoreline of statewide significance" and is a major salmon system that flows through the City along with 22 other primary streams and many wetland areas.

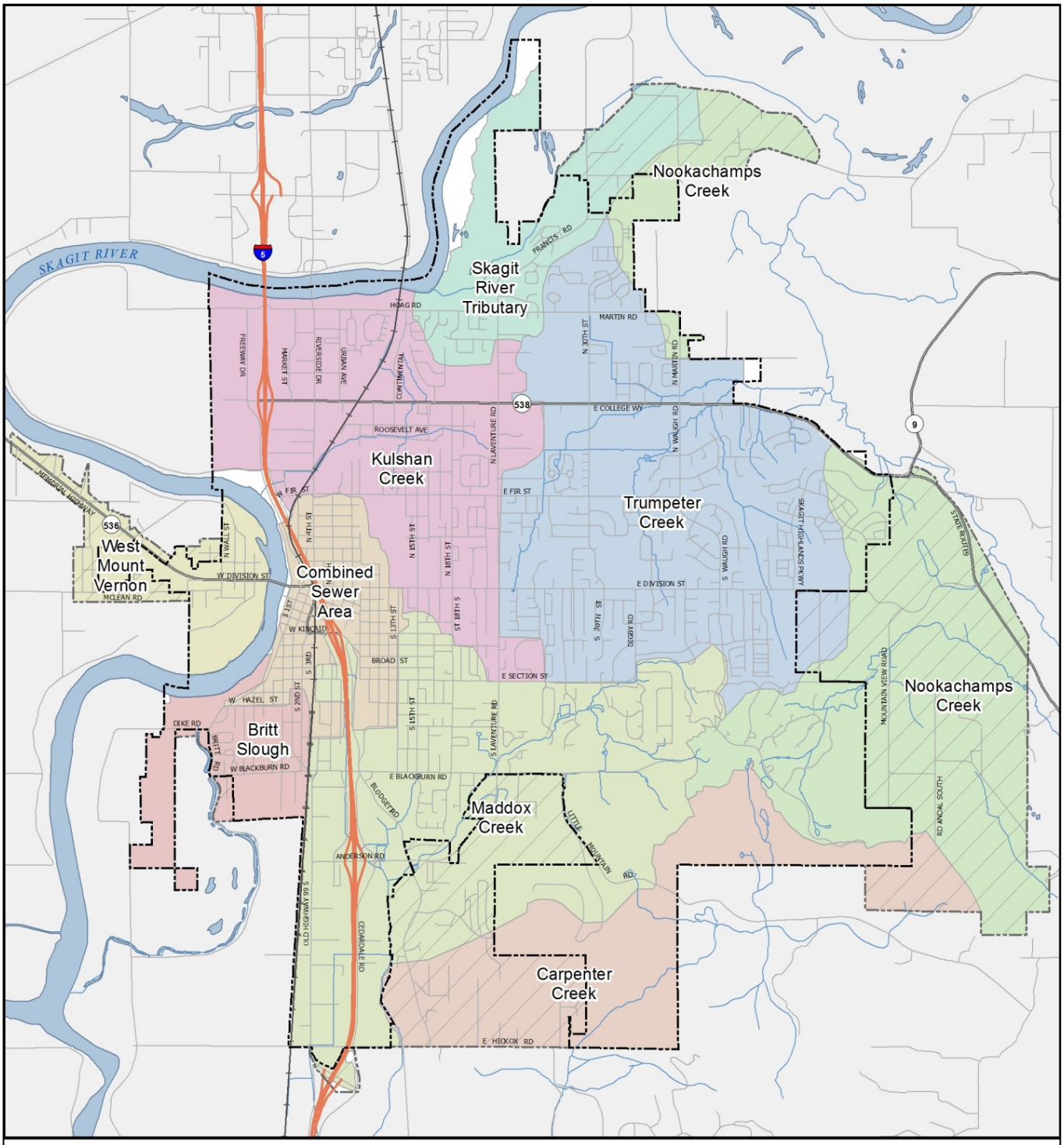
In 2007 the City adopted a critical areas ordinance based on, and supported by, best available science as required by the Growth Management Act (GMA).

The City's critical areas ordinance is based on the most current, preeminent science of how to preserve the functions and values of critical areas through examination of existing local conditions and the identification of critical habitat with its specific functions and values.

Similar to most other jurisdictions in Washington State that are administering and enforcing GMA compliant critical areas ordinances, those choosing to develop in Mount Vernon can bear greater development costs when critical areas are on or near their property due to loss of developable land to buffers, the cost of reports/analysis by qualified critical area professionals that must be prepared, and other critical area specific best management practices that are required.

Following are sub-sections that describe the different critical areas found in the City, including: streams, wetlands, priority habitat areas, floodplains, shorelines, and steep slopes.

Map 7.0 identifies the overall basins that the City has been delineated into to assist with identification of basin specific functions and values, among other characteristics.



LAND USE ELEMENT MAP 7.0: HYDROLOGIC OVERVIEW

Drainage Basins

City of MOUNT VERNON

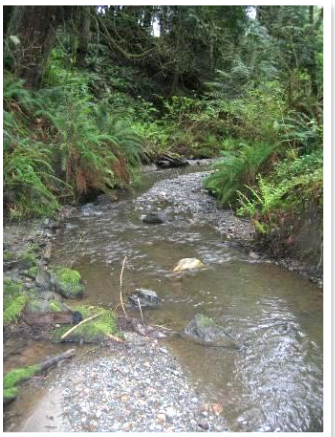
- Britt Slough
- Carpenter Creek Basin
- Combined Sewer Area
- Kulshan Creek Basin
- Maddox Creek Basin
- Nookachamps Creek
- Skagit River Tributary
- Trumpeter Creek Basin
- West Mount Vernon

0 0.5 1 Miles

- Stream
- Water Body
- City Boundary
- Urban Growth Area
- Railroad

Map by MV GIS 7/5/2016

7.1 STREAMS



"Wild Salmon did not become endangered or threatened overnight. Their plight is the result of many decades of decline caused by more than a century of activities in a growing state. But just as the cumulative actions has damaged the prospects for wild salmon survival, the cumulative benefit of new decisions and actions can work to save wild salmon"

- The State of the Salmon Report., former Washington State Governor Gary Locke

There are 22 distinct streams in the City that extend approximately 25 miles within the City limits with an additional approximate 11 miles that extends through the City's Urban Growth Areas (UGA).

The Skagit River drains an area of 3,140 square miles, and flows for 162 miles from its headwaters in the Cascade Mountains in the United State and Canada, through low-lying valleys, and finally through the broad Skagit delta to Skagit Bay, which is located in Puget Sound.

The Skagit River is the largest basin in the Puget Sound and possesses the most abundant and diverse populations of salmon, steelhead trout, and bull trout in the region. It is the sixth largest drainage on the west coast of the continental United States. Major tributaries of the Skagit River include the Sauk, Baker and Cascade rivers.

Other fish bearing streams within the City include parts of: Kulshan, Trumpeter, Logan, Thunderbird, Lindgren, Kiowa, Edgemont, Carpenter, Maddox, Monte Vista, Flowers, Martha Washington, and Little Mountain (tributary to Maddox) Creeks.

The City's first stream inventory was completed in 2001 and has been updated a number of times with the last major update in 2008. These inventories and mapping enable the City to determine if additional site specific review is necessary when development is proposed; and they provide information on a number of physical attributes such as fish presence, hydrology, the existence of culverts, et cetera.

7.2 WETLANDS

Wetlands help to maintain water quality, store and convey stormwater and floodwater, recharge groundwater, provide important fish and wildlife habitat, and serve as areas for recreation, education, scientific study and aesthetic appreciation.

The City had reconnaissance level wetland mapping done by Shannon & Wilson (S&W) in 2000. The S&W wetland mapping is a compilation of soil information from the U.S. Soil Conservation Service, the National Wetland Inventory maps, the Department of Natural Resources mapping, and a handful of actual delineation reports that had been previously submitted to the City, aerial photography and windshield surveys by S&W biologists.

Additionally, the City collects and saves wetland reconnaissance and delineation reports submitted as part of development projects and uses these as background information when reviewing new projects.

The City has one (1) wetland mitigation bank located in the northern portion of the City. In its entirely this bank is approximately 310 acres in size (a portion of the bank is located outside of the City's corporate boundaries). The Washington State Department of Ecology approved this bank in 2009.

7.3
PRIORITY HABITAT AREAS

In addition to streams, riparian areas, and wetlands, the City of Mount Vernon and its UGA contain habitats supporting other wildlife species.

A key source of information about wildlife, including those endangered, threatened, and sensitive, is available from the Washington State Department of Fish and Wildlife (WDFW) Priority Habitat and Species (PHS) Program. Through this program the State provides information on fish and wildlife habitat location, and priorities for species and habitat management and conservation, including measures to protect resources as land use decisions are made. WDFW uses the information to screen forest practices permits and SEPA reviews, for landscape planning and ecosystem management, and other purposes. It is a source of information for GMA planning efforts by counties and cities as well.

The City's current development regulations state that priority habitat for the protection of fish and wildlife include: federally or state listed threatened, endangered, or sensitive or priority species or those proposed for listing, or outstanding potential habitat for those species, large blocks of habitat extending outside the City limits and providing a travel corridor for those species, and areas adjacent or contiguous with wetlands and streams which enhance the value of those areas for fish and wildlife.

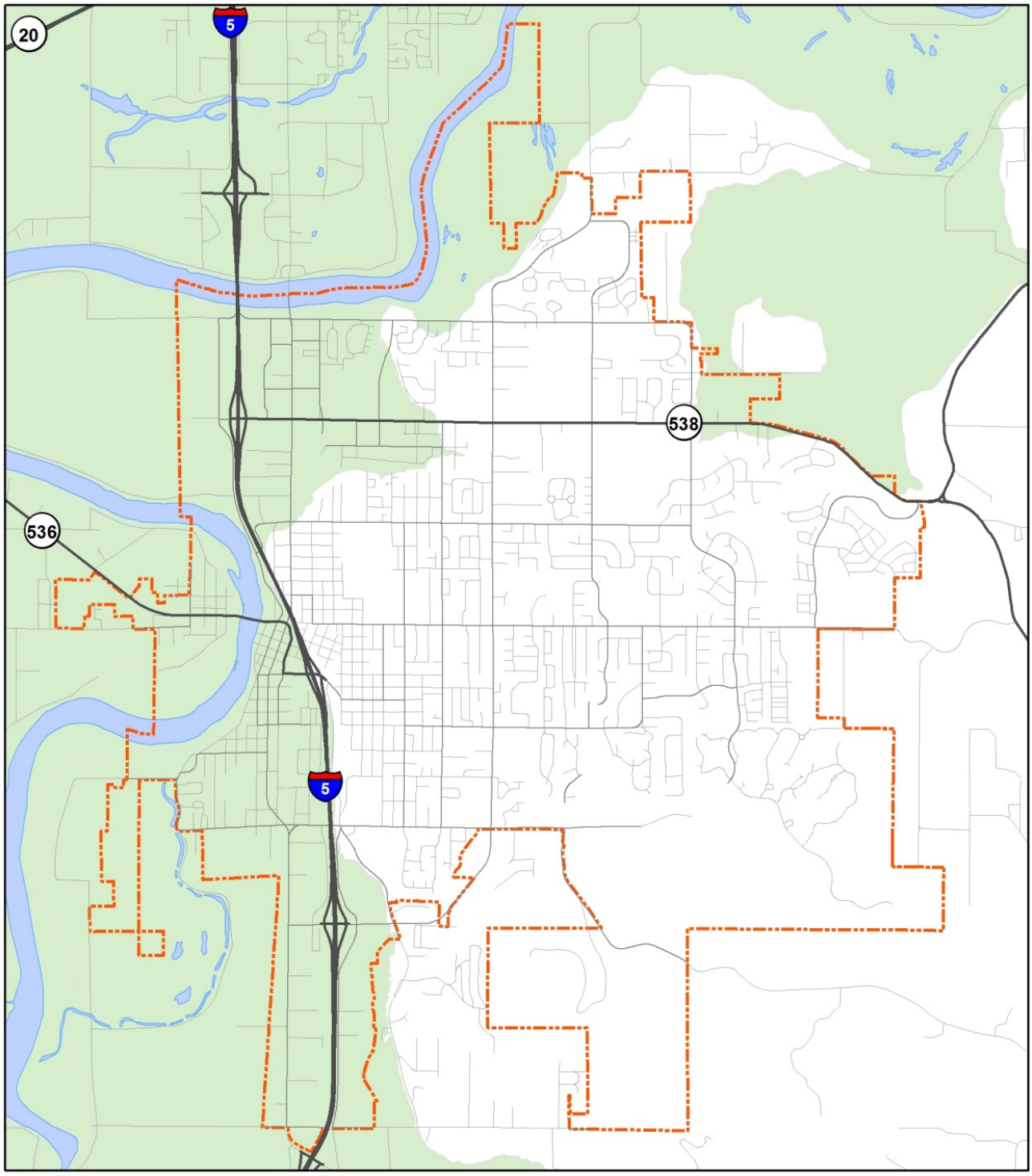
7.4
FLOOD AREAS

The City utilizes maps created by the Federal Emergency Management Agency (FEMA), which are called Flood Insurance Rate Maps (FIRM) to determine where flood areas are located and what the minimum elevation requirement for structures needs to be. The location of these areas is shown on **Map 5.0.**

The City recognizes that flooding of the Skagit River continues to cause damage to the land and critical infrastructure of communities along the Skagit River. Human life, transportation infrastructure, natural resources, commercial and industrial areas, and private property are at risk each flood season. The City is working towards finding cost effective, long term and environmentally responsible methods to reduce the risk from flood damage.

The City is aware of the importance of working together with Skagit County, other cities, and the diking and drainage districts to coordinate and fund the development and implementation of measures to reduce flood hazards.

Top photo courtesy of the Skagit County Historical Museum – showing the City's 1913 flood event looking across the Skagit River to the west side of Mount Vernon. Middle photo is from a flood event in 2003 taken from the west side of Mount Vernon looking at Edgewater park. The bottom photo is from a 2006 flood event and is taken looking south down the Skagit River near Main Street.



LAND USE ELEMENT MAP 8.0: 100-YEAR FLOODPLAIN

City of MOUNT VERNON

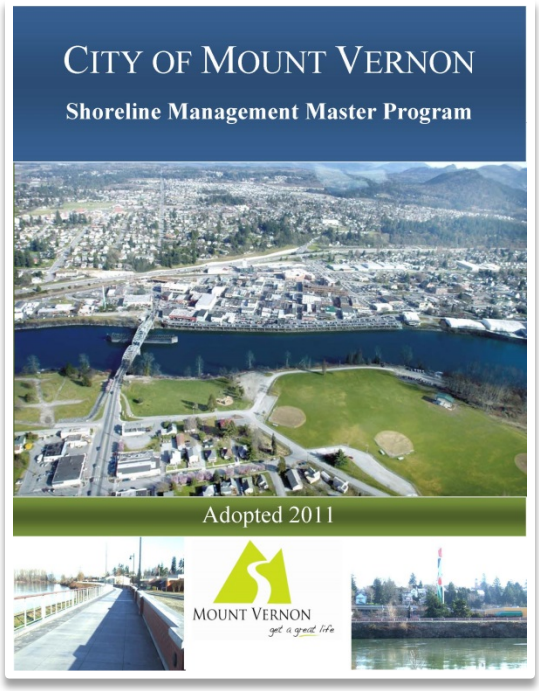
100-Year Flood Zone
Water Body
City Boundary
State Highway
Road

0 0.5 1 2
Miles

N

MV GIS 3/21/16

7.5 SHORELINES



Mount Vernon initiated development of a city Shoreline Management Program (SMP) in early 2009 and the final SMP was adopted by City Council in July of 2011. Up to this time the City had used Skagit County's SMP to regulate activities within areas of SMP jurisdiction.

Mount Vernon's new SMP or "Master Program" consists of environmental designations for the shoreline segments and goals, policies, and regulations applicable to uses and modifications within the Shoreline Management Zone. Appendices to the SMP include an inventory of existing shoreline conditions; analysis and characterization of the shorelines of the city; a cumulative impacts report; a shorelines restoration planning report; shoreline wetland regulations; and a compilation of resources available.

7.6 STEEP SLOPES

Digital orthophotographic mapping was created for the City in the summer of 2000 by Entranco and Triathlon Mapping. This mapping was then used to create topographic maps for the City.

The City requires detailed topographic mapping when development applications are submitted for areas that have slopes in excess of ten percent (10%) or where there are suspected land slide hazards.

8.0

GOALS, OBJECTIVES & POLICIES

The City has created Goals, Objectives & Policies specific to the Land Use Element. These Goals, Objectives & Policies guide the City's decision making process related to land use issues, and are as follows.

GENERAL LAND USE GOALS, OBJECTIVES & POLICIES

LAND USE GOAL 1: ENHANCE THE QUALITY OF LIFE FOUND IN THE CITY OF MOUNT VERNON AS A PLACE TO WORK, LIVE AND RECREATE.

OBJECTIVE 1.1: Balance residential, commercial, industrial and public land uses within the City.

Policy 1.1.1: Maintain the use of the Design Guidelines to achieve attractive new residential developments within the City. Create new Design Guidelines to promote attractive new office, retail, commercial and industrial developments within the City.

Policy 1.1.2: Maintain zoning and subdivision regulations to ensure that adequate setbacks, landscaping and buffering are required where land use impacts occur between residential uses of different intensities; along with residential and non-residential uses.

Policy 1.1.3: Provide adequate capacity for the City's projected residential growth and provide enough commercial/industrial areas within the City to balance residential growth.

Policy 1.1.4: Allow planned multi-family housing throughout the City in residential and commercial zoning designations through processes such as the Planned Unit Development, other types of overlay zones, or with new subarea plans.

Policy 1.1.5: Integrate non-residential uses such as parks, social and religious uses, where appropriate, into residential neighborhoods to create communities that have a full range of public facilities and services. These non-residential uses shall be sited, designed, and scaled to be compatible with the existing residential character.

Policy 1.1.6: Encourage infill development on vacant properties with existing public services and public utilities.

Policy 1.1.7: Public transportation transit stops constructed as part of a development shall be safe, clean, comfortable, and attractive.

Policy 1.1.8: Consider adopting new zoning designations or amending the development regulations associated with existing zones to encourage the development of affordable housing in residential and commercial areas of the City.

OBJECTIVE 1.2: Maintain and enhance the character of existing single-family neighborhoods but not preclude redevelopment and/or new development within established neighborhoods.

Policy 1.2.1: Provide development regulations that create a compatible pattern of development within established neighborhoods. The development standards shall address densities, building setbacks, parking and landscaping.

OBJECTIVE 1.3: Foster business creation and retention and contributes to the quality of life of the citizens of the City of Mount Vernon.

Policy 1.3.1: Provide adequate land for commercial and industrial development that provides jobs and augments the City's tax base.

Policy 1.3.2: Ensure zoning regulations accommodate a range of allowable businesses, commercial and industrial uses in appropriate locations throughout the City.

Policy 1.3.3: Review on a regular basis existing development regulations to remove unnecessary requirements that unnecessarily hinder the development process.

LAND USE GOAL 2: PROVIDE FOR ORDERLY DEVELOPMENT WITHIN THE CITY OF MOUNT VERNON THAT IS CONSISTENT WITH ADOPTED PLANS AND DEVELOPMENT REGULATIONS.

OBJECTIVE 2.1: Implement the Comprehensive Plan Land Use Map.

Policy 2.1.1: Designate land for housing, commerce, recreation, public utilities and facilities and other land uses on the official Comprehensive Plan Land Use Map.

Policy 2.1.2: Update on a yearly basis the official Comprehensive Plan Land Use Map, as appropriate.

Policy 2.1.3: Ensure that the yearly updates to the Comprehensive Plan map and text are accompanied by changes to development regulations and the zoning map, so that these items are consistent.

Policy 2.1.4: Each year when the Comprehensive Plan is updated an inventory of new public uses such as Churches, Parks, Cemeteries, and Schools that have been allow as conditional or special uses shall be completed and these areas shall be redesigned with the appropriate Comprehensive Plan designation and rezoned as Public (P).

OBJECTIVE 2.2: Establish densities and development standards that provide for efficient infrastructure and service delivery.

Policy 2.2.1: Have development regulations that allow the use of Planned Use Developments (PUDs). PUDs shall provide for open spaces and protection of critical areas, shall offer a diversity of housing types and affordability and shall incorporate the adopted Design Guidelines.

Policy 2.2.2: Coordinate transportation and utility improvement projects with the Land Use Element and the Capital Improvements Plan for the City.

LAND USE GOAL 3: IDENTIFY, PRESERVE AND ENHANCE THE CULTURAL RESOURCES AND HISTORIC SITES WITHIN THE CITY OF MOUNT VERNON.

OBJECTIVE 3.1: Support visual, literary and cultural arts and activities with the community.

Policy 3.1.1: Encourage use of regional and community facilities like the Lincoln Theatre and MacIntre Hall for cultural activities to maximize their use and to expand public access to cultural opportunities.

Policy 3.1.2: Work with other organizations to promote visual, literary and cultural arts and events in the community.

Policy 3.1.3: Maintain an Arts Commission for the promotion of cultural arts in the community.

Policy 3.1.4: Encourage local activities that promote the community's history.

OBJECTIVE 3.2: Identify historic buildings and landmarks within the City.

Policy 3.2.1: Coordinate with community organizations, property owners and local citizens to identify and/or restore historic properties.

LAND USE GOAL 4: PROVIDE A PROCESS FOR THE IDENTIFICATION AND SITING OF ESSENTIAL PUBLIC FACILITIES.

OBJECTIVE 4.1: Allow for the appropriate siting of essential public capital facilities of a Statewide or Countywide nature.

Policy 4.1.1: Promote freight mobility projects in and around the Mount Vernon UGA that facilitate the development of economically viable and environmentally sustainable commercial and industrial areas.

Policy 4.1.2: The applicant for a proposal to site an essential public facility shall provide a justifiable need for the public facility based upon forecasted need and a logical service area.

Policy 4.1.3: Through the zoning code, the City shall prepare siting criteria for essential public facilities.

Policy 4.1.1: Any site selected as an essential public facility shall have Comprehensive Plan and zoning designations of Public (P) and an overall Master Plan shall be prepared and accepted by both the City Planning Commission and City Council.

Policy 4.1.4: In approving essential public facilities, the effect on adjacent uses and/or neighborhoods and methods to mitigate all impacts shall be considered in the approval process.

SINGLE-FAMILY RESIDENTIAL DISTRICT GOALS, OBJECTIVES & POLICIES

LAND USE GOAL 5: ENHANCE AND IMPROVE THE QUALITY OF SINGLE-FAMILY LIVING ENVIRONMENTS THROUGHOUT THE CITY.

OBJECTIVE 5.1: Ensure that new development in the single-family residential designations are designed to provide quality homes and neighborhoods for residents and take care to mitigate impacts of new development on existing neighborhoods.

Policy 5.1.1:	A minimum net density of 4.0 dwelling units per acre for Single Family Residential neighborhoods shall be implemented unless: sensitive areas are documented on the site, it can be shown that sensitive areas near the site will be adversely affected with the proposed development, where designated resources lands exist, where areas are designated as special flood risk areas, where access is restricted, where other physical site constraints limit the number of lots that could be created, or where the existing neighborhoods identified on Map LU-5 would be negatively impacted. The neighborhoods identified on Map LU-5 shall not have a net density of greater than 3.23 dwelling units per acre.
Policy 5.1.2:	Net development densities for Planned Unit Development (PUD) subdivision proposals and subdivision proposals where the transfer (purchase) of development rights (TDR) are proposed may be permitted to have an increase in density.
Policy 5.1.3:	Support site plans for new residential developments that transition to and blend with existing development patterns using techniques such as lot size, depth and width, access points, building location setbacks, and landscaping. Sensitivity to unique features and differences among established neighborhoods should be reflected in site plan design. Interpret development standards to support coordinated structural design, private yards and substantial common space areas.
Policy 5.1.4:	The use of the PUD and TDR ordinances shall be discretionary by the City. PUDs allow for flexibility in standard development regulations in exchange for higher level design and public benefit through the amenities that are included within the PUD development. The PUD and TDR development regulations will only be allowed if neighborhood compatibility parameters can be met with the proposed subdivision.
Policy 5.1.5:	New plats proposed at higher densities than adjacent neighborhood developments may be required to reduce their overall allowed density to mitigate conflicts between old and new development patterns.
Policy 5.1.6:	Zoning and subdivision regulations should ensure adequate setbacks, landscaping, and buffering when development of different types of housing are proposed abutting one another.
Policy 5.1.7:	Encourage re-investment and rehabilitation of existing housing.
Policy 5.1.8:	Interpret development standards to support plats designed to incorporate vehicular and pedestrian connections between plats and neighborhoods.

Policy 5.1.9: Support projects that create neighborhoods with diverse housing types that achieve continuity through the organization of roads, sidewalks, blocks, setbacks, community gathering places, and amenity features.

Policy 5.1.10: Support residential development incorporating a hierarchy of streets. Street networks should connect through the development to existing streets, avoid "cul-de-sac" or dead end streets, and be arranged in a grid street pattern (or a flexible grid street system if there are environmental constraints).

Policy 5.1.11: A range and variety of lot sizes and building densities should be encouraged throughout the City.

Policy 5.1.12: Create and encourage development regulations that encourage in-fill development such as accessory dwelling units (ADUs) or zero lot line developments.

Policy 5.1.13: Non-residential structures, such as community recreation buildings, that are part of a development, may have dimensions larger than residential structures, but shall be compatible in design and dimensions with surrounding residential development.

Policy 5.1.14: Non-residential structures should be clustered and connected within the overall development through the organization of roads, blocks, yards, focal points, and amenity features to create a neighborhood.

Policy 5.1.15: Mixed-use development in the form of limited commercial development, or other non-residential structures (not listed as permitted, accessory or conditional uses within the zoning code for the R-1 district), may be allowed within the single-family zones through a planned process such as a P.U.D or other type of overlay zone.

Policy 5.1.16: Evaluate fully developed neighborhoods designated Single-Family Residential High Density (SF-HI) to consider a lower density zoning overlay where existing developed conditions are lower density and the neighborhood is not in transition.

MULTI-FAMILY RESIDENTIAL DISTRICT GOALS, OBJECTIVES & POLICIES

LAND USE GOAL 6: ENHANCE AND IMPROVE THE QUALITY OF MULTI-FAMILY LIVING ENVIRONMENTS THROUGHOUT THE CITY THAT PROVIDE AREAS THAT OFFER A LARGER RANGE OF HOUSING OPTIONS IN THE FORM OF MULTI-FAMILY UNITS.

OBJECTIVE 6.1: Ensure that development in the multi-family residential designations are designed to provide quality homes and neighborhoods for residents and to mitigate impacts to existing neighborhoods as new ones develop.

Policy 6.1.1: The net development density in the multi-family residential designations can be increased as outlined in the zoning regulations associated with each designation.

Policy 6.1.2: Multi-family residential designations should be in areas of the City where infrastructure is adequate to handle impacts from higher density uses.

Policy 6.1.3: Due to increased impacts to privacy and personal living space inherent in higher density living environments, new development shall be designed to create a high quality living environment with ample public open spaces within a walkable urban context.

Policy 6.1.4: Evaluate project proposals in residential multi-family designations to consider the transition to lower density uses where multi-family sites abut lower density zones. Setbacks may be increased, heights reduced, and additional landscape buffering required through site plan review.

Policy 6.1.5: New multi-family residential projects should demonstrate provisions for an environment that contributes to a high quality of life for future residents, regardless of income level.

RESIDENTIAL AGRICULTURAL DISTRICT GOALS, OBJECTIVES & POLICIES

LAND USE GOAL 7: ALLOW THE R-A ZONING TO CONTINUE ONLY IF THE PARCEL HAS A COMPREHENSIVE PLAN DESIGNATION OF AGRICULTURAL (AG).

OBJECTIVE 7.1: Actively pursue the rezoning of property zoned R-A to make those properties consistent with their respective associated Comprehensive Plan designations.

Policy 7.1.1: R-A zoned property shall be rezoned to be consistent with their Comprehensive Plan designations any time a development application for anything other than one (1) single-family home or accessory use per lot is proposed.

Policy 7.1.2: One single-family home or accessory building may be constructed on a parcel zoned R-A without requiring a rezone to another designation if the zoning and Comprehensive Plan designations are not consistent with each other.

OFFICE/RETAIL/COMMERCIAL/INDUSTRIAL DISTRICT GOALS, OBJECTIVES & POLICIES

LAND USE GOAL 8: SUPPORT EXISTING BUSINESSES AND PROVIDE A DYNAMIC BUSINESS ENVIRONMENT FOR NEW COMMERCIAL AND INDUSTRIAL ACTIVITIES THAT ENHANCE THE CITY'S EMPLOYMENT AND TAX BASE WHILE PROVIDING WELL PLANNED AND ATTRACTIVE FACILITIES.

OBJECTIVE 8.1: Develop and implement an Economic Development Element for the Comprehensive Plan.

Policy 8.1.1: Support methods of increasing accessibility to commercially zoned areas for both automobile and transit to support the land uses proposed for the district.

Policy 8.1.2: Private/public partnerships should be encouraged to provide infrastructure development, transportation facilities, public uses, and amenities.

Policy 8.1.3: Residential uses are allowed in the C-1, C-3 and C-4 zoning designations if the criteria for such uses, as outlined within the zoning code for each district, are met. In all other commercial or industrial zoning designations residential uses are allowed if a mixed-use overlay is adopted for a site or if the use is classified as an accessory use such as a watchman, custodian, manager or property owner as specified within each associated zoning district's regulations.

OBJECTIVE 8.2: Ensure that office, retail, commercial or industrial development is attractive and blends with the surrounding areas.

Policy 8.2.1: Support development plans that incorporate the following features:

A) Shared access points and fewer curb cuts;
B) Internal circulation among adjacent parcels;
C) Shared parking facilities;
D) Centralized signage; and
E) Unified development concepts.

Policy 8.2.2: Development within defined sub-area plans will be subject to additional design guidelines as delineated in the sub-area plans developed in the future for each center.

Policy 8.2.3: Public amenity or amenities for customers and employees such as plazas and recreation areas should be encouraged as part of new development or redevelopment.

Policy 8.2.4: Parking areas should be landscaped especially along public or private roadways, to reduce visual impacts.

Policy 8.2.5: In areas developed with predominantly office uses, circulation within the site should be primarily pedestrian-oriented.

Policy 8.2.6: Development should be designed to mitigate potential adverse impacts on adjacent properties with different zoning designations (i.e., residential or public zoning). Careful consideration of impacts from lighting, landscaping, and setbacks should all be evaluated during site design.

Policy 8.2.7: Landscaping along arterials should be uniform from parcel to parcel to further the visual cohesiveness of the area.

Policy 8.2.8: On-site landscaping should primarily be located at site entries, in front of buildings, and at other locations with high visibility from public areas.

Policy 8.2.9: Vehicular connections between adjacent parking areas are encouraged and incentives should be offered to encourage shared parking.

Policy 8.2.10: Site design for office uses, commercial, and mixed-use developments should consider ways of improving transit ridership through siting, locating of pedestrian amenities, walkways, parking, etc.

NEIGHBORHOOD RETAIL, MIXED USE CENTER (C-4 ZONING CODE) DISTRICT GOALS, OBJECTIVES & POLICIES

LAND USE GOAL 9: TO MINIMIZE POTENTIAL NOISE IMPACTS TO THE SURROUNDING RESIDENTIAL NEIGHBORHOOD ALL NON-RESIDENTIAL USES SHOULD BE CLOSED FOR BUSINESS AT REASONABLE TIMES.

LAND USE GOAL 10: DEVELOPMENT REGULATIONS SHALL BE ADOPTED TO REDUCE THE NEGATIVE VISUAL, NOISE, ODOR, AND EXHAUST IMPACTS FROM GARBAGE AND RECYCLING RECEPTACLES, LOADING DOCKS, AND DRIVE THROUGH LANES.

LAND USE GOAL 11: PROVIDE A NETWORK OF LOGICAL, SAFE, CONVENIENT, ATTRACTIVE, AND COMFORTABLE PEDESTRIAN NETWORKS ON SIDEWALKS AND TRAILS, TO AND FROM ACCESS POINTS, THROUGH PARKING LOTS TO PLANNED BUILDING ENTRANCES OR OTHER SITE AMENITIES SUCH AS PUBLIC OPEN SPACES TO REINFORCE PEDESTRIAN ACTIVITY BETWEEN THE COMMERCIAL DEVELOPMENT AND THE SURROUNDING RESIDENTIAL NEIGHBORHOODS.

OBJECTIVE 11.1: Ensure that a pedestrian network is provided that connects the commercial, residential, and open space uses. This network shall consist of trails, pathways, and widened sidewalks. The commercial uses are intended to primarily serve their surrounding residential areas; and these residents should be able to walk or bike to these areas.

LAND USE GOAL 12: DEVELOPMENT REGULATIONS SHALL BE ADOPTED TO REDUCE THE APPARENT MASS OF LARGER COMMERCIAL BUILDINGS, TO PROVIDE VISUAL INTEREST, AND TO HELP BLEND INTO THE RESIDENTIAL NEIGHBORHOODS IN WHICH THEY ARE LOCATED.

LAND USE GOAL 13: ENSURE THAT COMMERCIAL BUILDINGS ARE IN SCALE WITH THE SURROUNDING RESIDENTIAL NEIGHBORHOODS.

LAND USE GOAL 14: DEVELOPMENT REGULATIONS SHALL BE ADOPTED THAT ENSURE THAT MECHANICAL EQUIPMENT, VAULTS, AND OUTDOOR STORAGE ARE SCREENED TO ENHANCE THE APPEARANCE OF THE COMMERCIAL BUILDINGS WITHIN THE NEIGHBORHOOD COMMERCIAL ZONE.

LAND USE GOAL 15: DEVELOPMENT REGULATIONS SHALL BE ADOPTED THAT BALANCE SAFETY AND SECURITY AND THE RESIDENTIAL NATURE IN WHICH COMMERCIAL USES IN THE C-4 ZONE ARE LOCATED.

CRITICAL AREAS GOALS, OBJECTIVES & POLICIES

LAND USE GOAL 16: RETAIN AND ENHANCE THE EXISTING NATURAL FEATURES AND SENSITIVE AREAS THAT ARE ESSENTIAL TO A HIGH QUALITY OF LIFE IN THE COMMUNITY OF MOUNT VERNON.

OBJECTIVE 16.1: Meet GMA requirements for designation and protection of critical areas in the context of Mount Vernon's community vision for growth management.

Policy 16.1.1: The Skagit River will be one of the major natural features affecting development, and it also provides opportunities for increased public access and activity. The dikes, notwithstanding potential legal problems, provide an important community resource for public trails extending beyond Mount Vernon into Skagit County.

Policy 16.1.2: Downtown and the West Side of Mount Vernon are the most logical areas to concentrate direct river access, enhancement efforts and river-oriented activities.

Policy 16.1.3: With development regulations, support retention of natural areas and include design criteria to achieve subdivision and site layouts which will be sensitive to the environmental constraints and optimize open space and views. Key areas of consideration and emphasis for development include:

- Steep slopes;
- Streams with associated wetlands;
- Habitat areas; and,
- Natural vegetation.

Programs should be expanded for non-detrimental access to these areas and opportunities for interpretation and education be provided.

OBJECTIVE 16.2: Preserve open space, sensitive resources and maintain varied uses.

Policy 16.2.1: Provide public access and recreation opportunities, where appropriate.

LAND USE GOAL 17: IDENTIFY CRITICAL AREAS AS DEFINED IN RCW 36.70A.030 THAT INCLUDE: FLOODWAYS OF 100 YEAR FLOODPLAINS; LANDSLIDE, EROSION, AND SEISMIC HAZARDS, INCLUDING STEEP SLOPES OVER 40 PERCENT; WETLANDS AND THEIR PROTECTIVE BUFFERS; STREAMS AND THEIR PROTECTIVE BUFFERS; CRITICAL AQUIFER RECHARGE AREAS; AND FISH AND WILDLIFE HABITAT CONSERVATION AREAS.

Policy 17.1.1: Maintain an up-to-date inventory of environmentally sensitive areas including descriptions of criteria for designation and maps. The inventory of environmentally sensitive areas should be reviewed and updated regularly based upon changing conditions or new information. The final identification of environmentally sensitive or critical areas, hazardous sites or portions of sites should be established during the review of project proposals.

Policy 17.1.2: Consider the best available science to determine critical area buffers and maintain achievable ecological functions of those buffers. Use easements or equivalent protective measures to protect critical areas and critical area buffers that are not protected through public ownership.

Policy 17.1.3: Use acquisition, enhancement, regulations, and incentive programs independently or in combination with one another to protect and enhance critical area functions.

Policy 17.1.4: Consider allowing alterations to critical areas, after all ecological functions are evaluated, the least harmful and reasonable alternatives are identified, and affected significant functions are appropriately mitigated, to:

- Maintain and improve a critical area; or,
- Avoid denial of reasonable use of the property; or
- Meet other priority growth management goals and programs consistent with GMA and the City Comprehensive Plan.

Policy 17.1.5: Establish mitigation priorities such as impact avoidance, impact minimization, and compensation in critical area regulations. Mitigation sites should be located strategically to alleviate habitat fragmentation.

Policy 17.1.6: Provide incentives to private land owners, and develop City or inter-jurisdictional programs, designed to protect ecological functions for streams, riparian area, and wetlands.

Policy 17.1.7: Review adopted clearing and grading regulations and revise them to address critical area protection. These regulations should set seasonal clearing restrictions that limit clearing and grading activities during the rainy seasons. Critical areas, including sloped and riparian areas, should not be exposed during this time.

Policy 17.1.8: Grading and construction activities should implement erosion control Best Management Practices and other development controls as necessary to reduce sediment and pollution discharge from construction sites to minimal levels.

Policy 17.1.9: Encourage the use of native plants in landscaping requirements, erosion control projects, and the restoration of stream banks, lakes, shorelines and wetlands.

Policy 17.1.10: Expand programs for non-detrimental access to critical areas and provide opportunities for interpretation and education.

LAND USE GOAL 18: MAINTAIN, AND IMPROVE WHERE POSSIBLE, WATER QUALITY.

Policy 18.1.1: Require adequate erosion and sedimentation controls from new construction sites.

Policy 18.1.2: Require adequate water controls for new development.

Policy 18.1.3: Implement public education programs to reduce the source of pollutants entering surface waters.

LAND USE GOAL 19: DEVELOP A CONTINUOUS AND COMPREHENSIVE PROGRAM FOR MANAGING SURFACE WATER.

Policy 19.1.1: Ensure funding source(s) for program implementation.

Policy 19.1.2: Coordinate the City program with the Skagit County Program.

Policy 19.1.3: Develop a network of publicly-owned or preserved natural open space for protecting environmentally sensitive land, creating a sense of openness, provide scenic views and provide space for trail systems.

LAND USE GOAL 20: PROTECT PUBLIC HEALTH, SAFETY, AND PROPERTY FROM THE EFFECTS OF NATURAL HAZARDS. PROVIDE FOR AN INCREASED LEVEL OF SAFETY TO THE CITIZENS OF MOUNT VERNON, AND PROVIDE FOR AN INCREASED LEVEL OF PROTECTION FOR PUBLIC INFRASTRUCTURE.

Policy 20.1.1: Protect Life and Property. Implement mitigation activities that will assist in protecting lives and property by making homes, businesses, infrastructure, and critical facilities more resistant to natural hazards. Support the continuation of the Skagit Community Emergency Response Team (C.E.R.T.) Program to provide citizens from all areas of Skagit County with the information and tools they need to help themselves, their families, and their neighbors in the hours and days immediately following an emergency or disaster event.

Policy 20.1.2: Encourage homeowners and businesses to purchase insurance coverage for damages caused by natural hazards.

Policy 20.1.3: Encourage homeowners and businesses to take preventative actions in areas that are especially vulnerable to natural hazards.

Policy 20.1.4: Develop and implement additional education and outreach programs to increase public awareness of the risks associated with natural hazards. Continue the current flood awareness programs conducted by various jurisdictions as part of the National Flood Insurance Program Community Rating System.

LAND USE GOAL 21: PRESERVE, PROTECT, AND WHERE POSSIBLE, RESTORE NATURAL HABITAT FOR THE CONSERVATION OF SALMONID SPECIES LISTED UNDER THE FEDERAL ESA, THROUGH THE USE OF MANAGEMENT ZONES, DEVELOPMENT REGULATIONS, INCENTIVES FOR VOLUNTARY EFFORT OF PRIVATE LANDOWNERS AND DEVELOPERS, LAND USE CLASSIFICATIONS OR DESIGNATIONS, HABITAT ACQUISITION PROGRAMS OR HABITAT RESTORATION PROJECTS.

OBJECTIVE 21.1: Preserve fish and wildlife habitat, where appropriate.

Policy 22.1.1: Consider a system for stream typing that is compatible with other jurisdictions' typing system.

LAND USE GOAL 22: PRESERVE AND PROTECT, WHERE POSSIBLE, IDENTIFIED WETLANDS WITHIN THE CITY.

OBJECTIVE 22.1: Preserve wetlands and implement a wetlands management strategy.

Policy 22.1.1: Determine wetland boundaries using the procedures provided in the following manuals: U.S. Army Corps of Engineers, 2010. Regional Supplement to the Corps of Engineers Wetland Delineation Manual: Western Mountains, Valleys, and Coast Region (Version 2.0), ed. J. S. Wakeley, R. W. Lichvar, and C. V. Noble. ERDC/EL TR-10-3. Vicksburg, MS: U.S. Army Engineer Research and Development Center. And all applicable guidance not superseded by more recent guidance in: Environmental Laboratory. 1987. Corps of Engineers Wetlands Delineation Manual, Technical Report Y-87-1, U.S. Army Engineer Waterways Experiment Station, Vicksburg, Miss. Or the scientifically accepted replacement methodology based on better technical criteria and field indicators as directed by the City following consultation with the WA State Department of Ecology and U.S. Corps of Engineers.

Policy 22.1.2: Provide a classification system for wetlands that allows for the designation of both regionally and locally unique wetlands.

Policy 22.1.3: Promote mitigation projects that create or restore wetland areas or enhance existing wetland areas. Ensure wetland mitigation projects in the City attain the same ecological functions as natural wetlands of equivalent quality. Preserve land used for wetland mitigation in perpetuity. Monitoring and maintenance should be provided until the success of the site is established.

LAND USE GOAL 23: PRESERVE AND PROTECT, WHERE POSSIBLE, IDENTIFIED PRIORITY HABITAT AREAS WITHIN THE CITY.

OBJECTIVE 23.1: Develop a classification system, particularly of habitats of local importance, in addition to Federal or State endangered, threatened or sensitive species.

Policy 23.1.1: Establish protection measures for priority habitat areas given the variety and complexity of species within these areas.

LAND USE GOAL 24: PROTECT, ENHANCE, AND RESTORE EXISTING FLOOD STORAGE AND CONVEYANCE FUNCTIONS AND ECOLOGICAL VALUES OF FLOODPLAINS.

OBJECTIVE 24.1: Implement strategies to prevent property damage from flooding.

Policy 24.1.1: Prevent property damage from flooding by implementing the following development regulations:

- Require adequate peak flow controls for new development.
- Perform the necessary analysis and recommend solutions for existing flooding problems.
- Employ management strategies in flood prone areas to ensure that new development is not exposed to significant flood risk.

Policy 24.1.2: Continue to implement FEMA flood hazard regulations.

Policy 24.1.3: Identify locations for regional surface water facilities in areas of anticipated extensive development and redevelopment, particularly in Downtown. Promote the establishment of regional surface water management facilities to support infill development and preclude the need for individual on-site ponds and facilities, provide development incentives, encourage efficient use of land, and reduce overall facility maintenance costs.

Policy 24.1.4: Require adequate peak flow controls for new development.

Policy 24.1.5: Perform the necessary analysis and recommend solutions for existing flooding problems.

Policy 24.1.6: Employ management strategies in flood prone areas to ensure that new development is not exposed to significant flood risk.

LAND USE GOAL 25: FIND LONG TERM, ENVIRONMENTALLY RESPONSIBLE, AND COST EFFECTIVE METHODS TO REDUCE THE RISK FROM FLOOD DAMAGE.

Policy 25.1.1: Work to become engaged and well informed to diligently address and implement measures to systematically reduce the risks from flooding.

Policy 25.1.2: Work to systematically eliminate as many threats from flooding as possible which will achieve long term economic posterity for the region as well as the City.

LAND USE GOAL 26: PRESERVE AND PROTECT, WHERE POSSIBLE, IDENTIFIED STEEP AND EROSIVE SLOPES WITHIN THE CITY.

Policy 26.1.1: Minimize soil disturbance and maximize retention and replacement of native vegetative cover in erosion hazard areas through development regulations.

Policy 26.1.2: Require increased surface water requirements in areas draining over steep and erosive slopes.

Policy 26.1.3: Discourage development on landslide hazard areas, including steep slopes over 40 percent. Restrict development unless the risks and adverse impacts associated with such development can be reduced to a non-significant level.

Policy 26.1.4: In areas with severe seismic hazards, apply Uniform Building Code, and any other necessary special building design and construction measures to minimize the risk of structural damage, fire and injury to occupants and to prevent post-seismic collapse.

ANNEXATION GOAL, OBJECTIVES & POLICIES

LAND USE GOAL 27: ANNEX PROPERTIES INTO THE CITY WHEN THE CITY COUNCIL FINDS THE ANNEXATION IS JUSTIFIED.

OBJECTIVE 27.1: Encourage development and re-development within the existing City limits before additional lands are annexed into the City.

Policy 27.1.1: The first priority of the City shall be to annex and provide urban services (i.e., sewer, fire, transportation, drainage, parks, open space, schools and landscaping, etc) on a priority basis to those areas immediately adjacent to the City where available services can most easily and economically be extended.

Policy 27.1.2: Work with Skagit County to establish procedures for the development of land within the Urban Growth Areas.

Policy 27.1.3: The City Council shall not initiate an annexation unless the following criteria can be met with a proposal. These criteria have been developed following the adoption of the City's Buildable Lands Analysis and E.D. Hovee's report entitled, "Commercial and Industrial Land Needs Analysis", dated September 2006. These reports show that the City does not have a balance between projected residential and commercial/industrial uses.

The City Council shall not initiate an annexation unless the following criteria can be met with a proposal. These criteria have been developed following the adoption of the City's Buildable Lands Analysis and E.D. Hovee's report entitled, "Commercial and Industrial Land Needs Analysis", dated September 2006. These reports show that the City does not have a balance between projected residential and commercial/industrial uses.

A. The annexation area is determined to be necessary and appropriate to meet the population and/or employment targets.
B. The annexation of residentially zoned areas shall not occur until additional areas zoned for commercial/industrial uses are officially designated such that a balance between residential and commercial/industrial uses can be achieved within the City.
C. The annexation is a logical extension of the City's boundaries.
D. The City finds that adequate municipal services exist to serve the area, and that the factors outlined within RCW 36.93.170(2) are complied with.
E. The City finds that the boundaries of the proposed annexation are drawn in a manner that makes the provision of public services geographically and economically feasible.
F. The City finds that it has the capacity to provide City services within the existing City limits; and, those services to annexation areas without major upgrades to these services.
G. The City finds that there are not negative economic impacts to the City with the extension of services.
H. The City finds that it can afford to provide City services without having to use funds that would otherwise be spent on already incorporated areas of the City.

The City finds that the annexation will not create financial stress on the City's ability to provide required services to the annexation area.

OBJECTIVE 27.2: Preservation of natural neighborhoods and communities

OBJECTIVE 27.3: Creation and preservation of logical service areas.

Policy 27.3.1: Annex areas into the City based on the premise of limiting sprawl, providing for efficient provision of public services and facilities, serving areas where the cost of extending infrastructure consistent with adopted capital improvement plans is the most cost efficient, and avoiding "leap-frog" development and annexations.

OBJECTIVE 27.4: Prevent abnormally irregular boundaries.

9.0
SUB-AREA PLANS

Because the Comprehensive Plan is designed to provide broad policy direction is it appropriate to take a close look at individual areas around the City to define their specific needs.

To date, the following sub-area plans have been created and are attached to this Element:

A) Downtown Planning Area;
B) North 4th Street / Hill / Division Street Planning Area;
C) Mall / College Way Planning Area;
D) West Mount Vernon Planning Area;
E) South Mount Vernon Sub-Area Plan;
F) Historic / Cultural Architectural Conservation District(s);
G) Interstate-5 Corridor and City Entry System;
H) Healthcare Development Sub-Area Plan;
I) South Third Street Sub-Area Plan;
J) Downtown and Waterfront Master Plan; and,
K) South Kincaid Subarea Plan.

The City will be completing or amending sub-area plans for the following areas after the 2016 Comprehensive Plan update:

L) College Way Planning Area;
M) Downtown Entry Corridor Planning Area;
N) Interstate-5 Corridor;
O) Healthcare Development Sub-Area Plan;
P) Area west of Interstate-5 between Kincaid and East Blackburn;
Q) Area between Interstate-5 and Riverside Drive between East College Way and Fir Street;
R) Area surrounding the Skagit Valley College; and,
S) Areas surrounding East College Way between LaVenture and Waugh Roads.

AREA PLANS

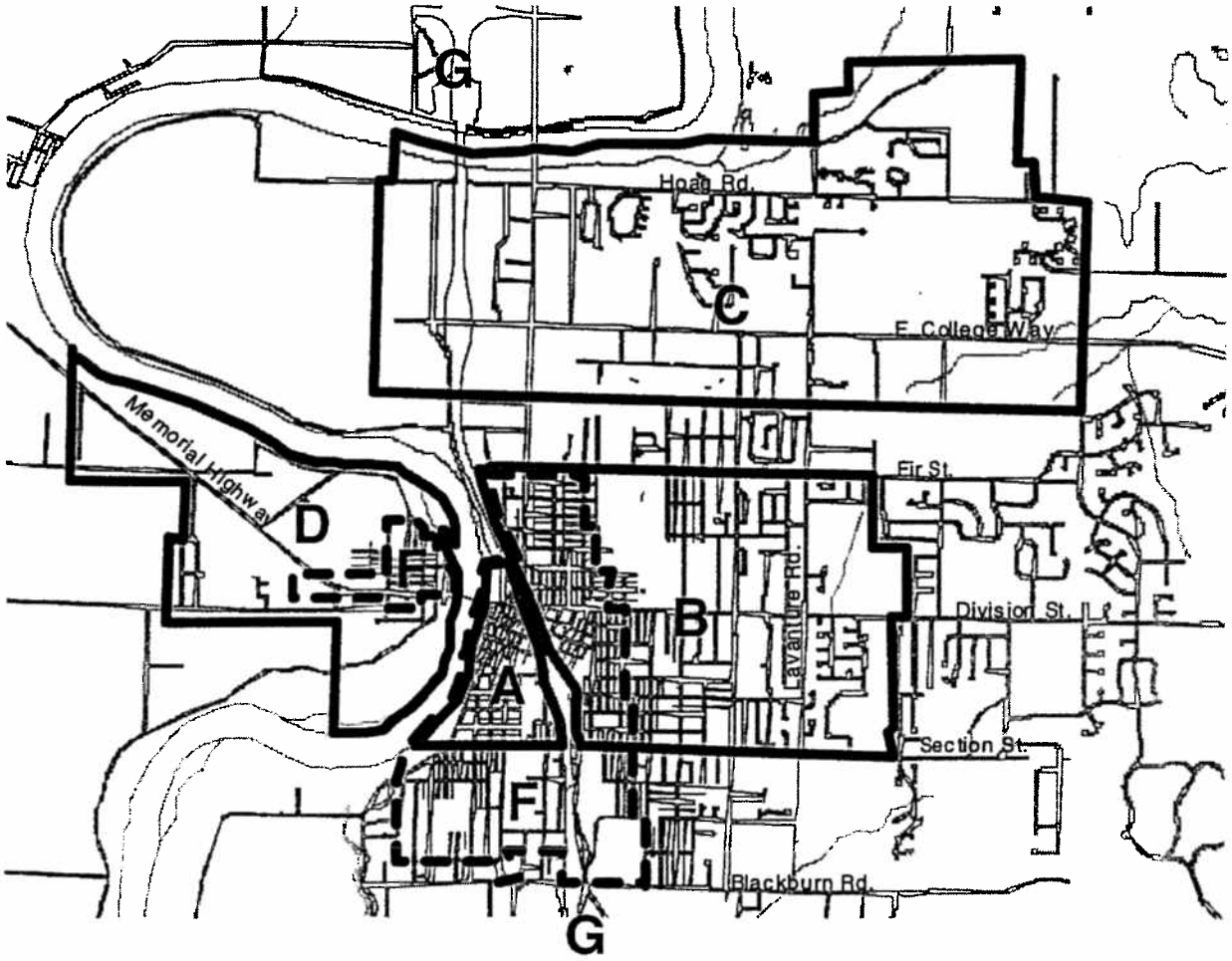
INTRODUCTION

The purpose of this chapter is to discuss in greater detail plans and recommendations for some of the more complicated areas of the City. These are areas which typically include a mix of more intensive uses which serve the entire City and which generate special transportation and pedestrian consideration.

The following map shows those planning areas that are discussed in this Chapter:

A. Downtown Planning Area;
B. North 4th Street / Hill / Division Street Corridor Planning Area (revised 1996-1997);
C. Malls / College Way Planning Area;
D. West Mount Vernon Planning Area (added 1996-1997);
E. Blackburn Road to Hickox Road Planning Area (to be added in the future);
F. Historic Preservation / Design Districts; and
G. I-5 Corridor / City Entry System.
H. Healthcare Development Sub-area
I. South Third Street Sub-area

Special Planning Districts



Amended: Ordinance No. 2879
April 15, 1998

A. DOWNTOWN PLANNING AREA

Downtown Mount Vernon generally encompasses the area from the Skagit River to Interstate 5, and Lions Park north of Division Street to the City Hall/Library complex at Snoqualmie Street south of Kincaid Street. Man-made and topographic elements physically isolate downtown from the rest of the City; however, it is the commercial, business, and emblematic heart of the City. The primary uses in downtown reflect this: City and County government, specialty retail, professional and business offices, and banks and financial offices.

EXISTING CONDITIONS

Downtown has a physically fine-grained quality as characterized by its narrow streets, small parcel development, continuous street walls, and rich materials and detailing. The blocks between Division and Kincaid Streets are typical of this since the historic parceling is the basis for its development. The County government buildings and former department stores are of a larger scale, as is typical of their uses. North of Division Street and south of Kincaid Street, buildings are larger (such as the former warehouses) or constructed as individual buildings with front and side yard setbacks and on-site parking.

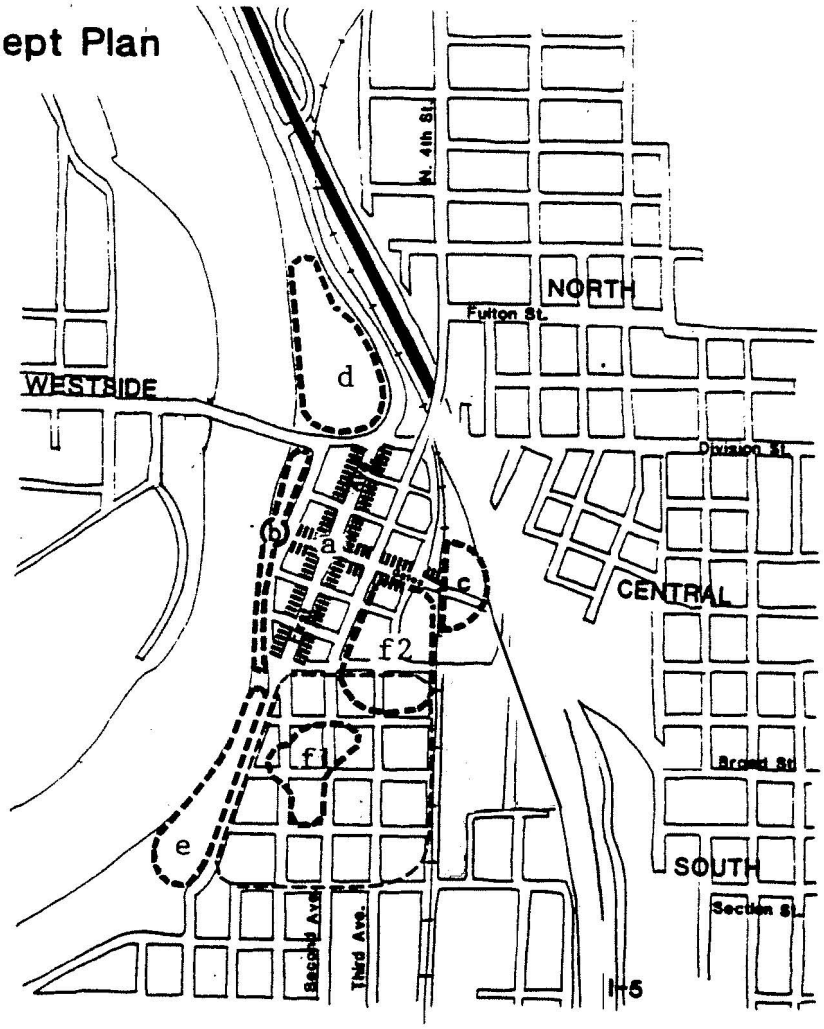
Because of natural features such as the river and the topographic change to the east, circulation is restricted. The placement of Interstate 5 along the topographic edge simplifies north-south movement but compounds the problems of east-west movement. There is only one bridge connecting downtown to the Westside, and two streets span Interstate 5, uniting the downtown with adjacent neighborhoods.

Each north-south street in downtown has a different character. Main Street is the street most closely identified with the river. This is not only because of the river's proximity but also because no other street has visual access to it due to the dike. The buildings are a mixture of older structures and post war offices, primarily professionals. First Street has an almost unbroken street wall, much of it with covered sidewalks. It benefits from the extensive public sidewalk and street tree improvements which unify its character. Second Street has fewer small retail shops than First Street and includes more banks, offices, open parking lots, and other support services. Other than Division and Kincaid Streets, Gates and Pine Streets are the most identifiable east-west streets. Pine Street has a pedestrian-only area between Second and First Streets, and Gates Street has a concentration of buildings with a retail potential similar to First Street.

PLAN AND DESIGN

The potential of downtown can be realized by emphasizing and strengthening the qualities already existing while developing the growing activities of culture/entertainment, increased river access, and tourism/convention which will reinforce the current role. Other compatible and complimentary uses which would boost downtown's central role are: full-service restaurants and yogurt/ice-cream shops; entertainment; convention and meeting facilities, both for the City and tourists (Lincoln Theater has the possibility of fulfilling part of these last two needs); and hotel and motels.

Downtown Concept Plan



PLAN AND DESIGN

The diagram above illustrates the concept for development of downtown Mount Vernon. The letter designation relates to area on the following map.

(a) Pedestrian oriented specialty retail shops continuing along First Street and extending along Gates Street from Main Street to the railroad.

(b) A pedestrian promenade along the Skagit River with a public space and viewpoint at the end of Gates Street.

(c) Placement of Rail Depot, and parking facilities for transportation related facilities. Provide pedestrian oriented access to Downtown. Continue to enhance screening of existing and proposed facilities from 1-5 noise interference.

(d) North of Division Street the existing uses would be reinforced to create a larger activity center including entertainment, motel, and office facilities.

(e) South of Kincaid Street, uses will emphasize support services for downtown and the City and County offices. The existing warehouses along the river should eventually be replaced with uses increasing the public's ability to gain physical and visual access to the river. A portion of the area should be reserved as open space. These potential uses include motels, restaurants, and possibly multiple-family. This redevelopment is complicated by the flooding of river, the dike, and provisions of the shoreline program. If new development is allowed, its construction would have to be done to accommodate the flooding.

(f) City (1) and County (2) offices should have master plans prepared for future expansion and coordination.

DETAILED RECOMMENDATIONS

Downtown Mount Vernon has three areas of different character: *Central core*, the original town site; *north of Division Street*, the converted processing plant/warehouse area; *south of Kincaid Street*, the location of many government offices and services requiring adjacent surface parking. In addition, West Mount Vernon (See Area Plan) could be an important element in the developing roles of downtown: tourism and conventions, and river activities and access.

Each sub-section has land uses, circulation, building and design qualities which should be reinforced and elaborated. The following outlines a number of recommendations for each of these sub-areas.

Central Core

Reinforce the individual character of the streets by emphasizing land uses, building, and circulation characteristics.

Main Street

- Land Uses: River front orientation—continue use of this area for offices and support services but also encourage businesses specializing in river front activities or those which will benefit from proximity to the river.
- Building characteristics: Small scale structures, views to water from ground and upper levels, ground floor of buildings with many windows (clear glass). Infill surface parking lots.
- Circulation: Extend pedestrian improvements (First Street model), uncover brick street if feasible, remove railroad track.
- Parking: As additional parking is provided for use by downtown employees, remove a portion of existing surface parking lots in primary pedestrian areas to infill with new retail uses.

First and Gates Streets

- Land Uses: Pedestrian retail core of small specialty shops, encourage retail shops on Gates from the river to a new planned complex east of the railroad.
- Building Characteristics: Continuous street wall and permanent awnings, ground floor of buildings with many windows (clear glass), tactile materials and detailing of buildings, historic or historically sympathetic buildings, small scale structures.
- Circulation: Two-way traffic as currently exists on First Street should be studied to also occur on Gates Street with a connection to Kincaid Street east of the railroad tracks. This two-way traffic may require left-turn lanes on Second Street. Emphasize the pedestrian character of Gates Street by extending the upgraded street improvements.
- Parking: On-street only; discourage surface parking lots.

Second and Third Streets

- Land Uses: Support services (banks, financial institutions, non-retail commercial businesses, etc.), and County govemment complex.
- Building Characteristics: Mixed with some infill of parking lots.
- Circulation: Extend sidewalk paving improvements and landscaping, evaluate left-turn lanes by removing parking on one side.
- Parking: Allow limited, landscaped, surface parking lots.

Railroad to Interstate 5

- Land Uses: Service and buffer zone, planned retail complex using existing building, landscaping to buffer Interstate 5.
- Building Characteristics: Work to preserve and introduce other structures which identify Mount Vernon from Interstate 5.

- Circulation: Study developing a connection from Gates to Kincaid Streets, realizing it may produce some conflict with the I-5 off-ramp.
- Parking: Parking structure for government and downtown employees.

Other Related Pedestrian: Circulation and Parking Recommendations

- Extend the Pine Street Mall from the river to the center court of the County government complex. Within the court there should be increased emphasis on pedestrians while retaining short-term visitor parking.
- Create an urban river front promenade from Kincaid to Division Streets with a central plaza at Gates and visual elements at the river end of Kincaid, Pine, Gates and Division Streets to visually connect the river and downtown.
- Connect downtown to the City-wide and County bike/pedestrian system.
- Improve Front Street connection to the river for pedestrians and automobiles, but only from Division to Montgomery Streets.
- Develop government/private parking structure(s) (east of railroad and/or south of Kincaid Street) to ease parking requirements elsewhere in downtown.
- Eliminate surface lots from prime pedestrian oriented retail core and on river front when additional employee parking is available.
- Manage employee parking to allow convenient customer parking close to stores.

North of Division Street

Create a district identity in this area and develop better visual and physical linkages to the central core.

- Mark street end of Division Street with vertical feature to let people know more stores are located there.
- Encourage the placement of restaurant, hotel, or retail along river front.
- Create pedestrian/bike paths connecting river front promenade to Lions Park and beyond.
- Develop farmer's market or Saturday market activities at Division Street Park.
- Clarify pedestrian access to Division/ Third/First Streets intersection crosswalk facilities.
- Emphasize Freeway Drive as route to malls from downtown.
- Continue the First Street upgraded sidewalks across Division Street to park area to unite the two sections and create a public area.

South of Kincaid

Develop support services for the central core and the City and County government facilities.

- City and County governments should prepare Master Plans which:
  - Use the Third Street grid shift as a focal point for the County government center.
  - Include City, County, visitor information, etc.
  - Decrease perception of surface parking through landscaping.
  - Explore joint use of structured parking and large meeting spaces.
- Preserve residential character of Third Street and axial approach to courthouse.
- Provisions of the shoreline program, and the issue of flooding and the dike location must be addressed.
- Extend river front promenade along the river to other bike/pedestrian systems, and create a park at the south end of the new development at approximately Park Street.

B. North 4th Street / Hill / Division Street Planning Area

The Hill was the first area into which the residents of Mount Vernon expanded from the original town site along the Skagit River. It afforded views of the Skagit Valley and Puget Sound plus protection from the frequent floods then plaguing the town center. It became one of the best residential districts in Mount Vernon. Today it is still identified by the residents as one of the most desirable neighborhoods. The Hill is associated with other significant functions: the City's high school and school administration; major medical facilities; and the primary center of retirement and multi-family housing for the City.

This planning area is defined generally as the area between Interstate 5 on the west to east of LaVenture Road (26th or 27th Street extended), and from Fir Street on the north to Broad / Section Streets on the south.

Existing Land Use

This planning area is defined by three areas: the older commercial and residential areas to the west; the large education, medical and cemetery uses in the center and newer single family, multi-family and office uses to the east and south.

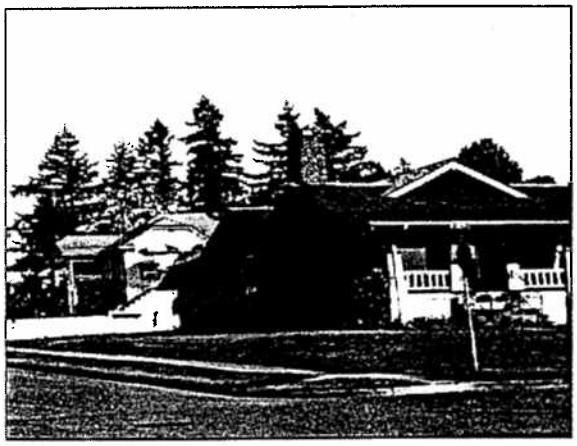
The high school has not been able to fully compensate for its growth from a single traditional structure to a complex of many buildings. As the high school expanded, the group of structures has lost its identifiable and axial entry. The lack of through streets has somewhat isolated it from the community.

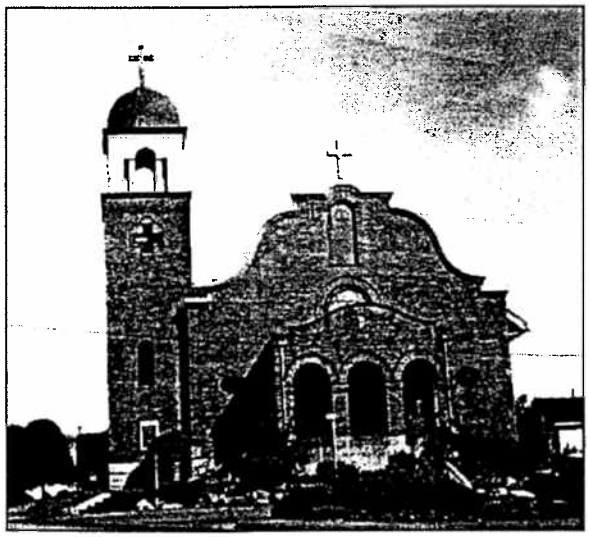
The high school in combination with the cemetery, whose land is open though relatively inaccessible, form a large, physical barrier to movement through the area between Fir Street and Division Street. South of Division Street this separation of residential areas is reinforced by the north-south institutional uses formed by the hospital and medical clinics. This creates identifiable residential areas on each side with two very different characters.

The area west of these institutional uses, atop the bluff, is primarily older single family residential on smaller lots. This is a desirable area due to the age and character of the homes, mature vegetation and the views to the west. Interspersed in this area are some commercial uses along North 4th Street, duplexes and small to medium sized multi-family projects. A number of churches also exist. Their building mass and lot size is not large but their locations, often on the bluff, make them prominent, City-wide landmarks. They normally do not have adequate on-site parking and therefore parking may occur on neighborhood streets.

The area east of these institutional uses is typified by newer development. The more intensive medical, retirement or multi-family uses tend to be along the Division Street Corridor. Single family uses are generally on each side of these more intensive uses extending north to Fir Street and south to Broad/ Section Streets. Each individual development along Division Street, whether medical office, retirement, or multi-family, is a fairly identifiable unit. Single family houses are newer and somewhat larger than those on the bluff. The multi-family housing is composed of larger projects with a number of apartment buildings with similar architectural styles. These are grouped together and generally lack amenities such as large open spaces and landscaping. The retirement centers are usually larger, single building or connected structures situated on larger lots. At the southeastern corner of the planning area there is a concentration of mobile home subdivisions or parks. Churches in this area are newer, large buildings on large lots with nearly adequate on-site parking. The eastern terminus of the Division Street is a 40- acre

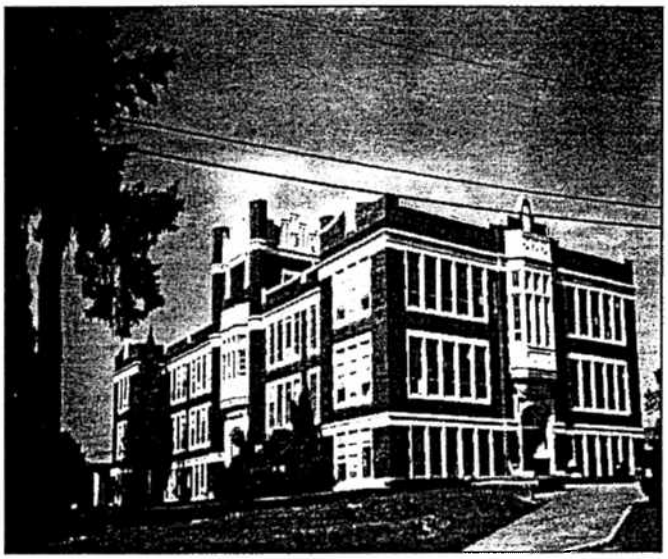
vacant tract which was annexed to the City in 1995. It was zoned for Public and Retail uses in the County and has a development proposal for a mixed use center which has been approved by the City and is currently being considered by the State Supreme Court.





EXISTING CIRCULATION

The Hill has several arterials which allow relatively free movement throughout the area, with the exception of the portion near the high school and cemetery. Division Street is the primary spine for this circulation system; North 4th Street, LaVenture Road and 18th Street are the primary north-south collector streets. There are no direct connections from Division Street to the downtown, and movement to the north and south generally occurs only at the edges of this district along LaVenture Road or North 4th Street. The result is an area with many significant City-wide activities and relatively indirect access to them.



PLAN AND DESIGN

The realization of the North 4th Street / Hill / Division Street Planning Area's potential lies in: the protection of single family residential uses; the clarification of vehicular and pedestrian circulation; reinforcement and buffering of the existing land use; and recognition of large scale institutions such as the high school and hospital.

Within the North 4th Street / Hill / Division Street Planning Area there are five distinct sub-areas which can be identified (see following map).

(a) North 4th Street (Top of Viaduct to Fir Street at Riverside Drive);

(b) Older residential neighborhood extending from Fir Street on the north to Broad Street;

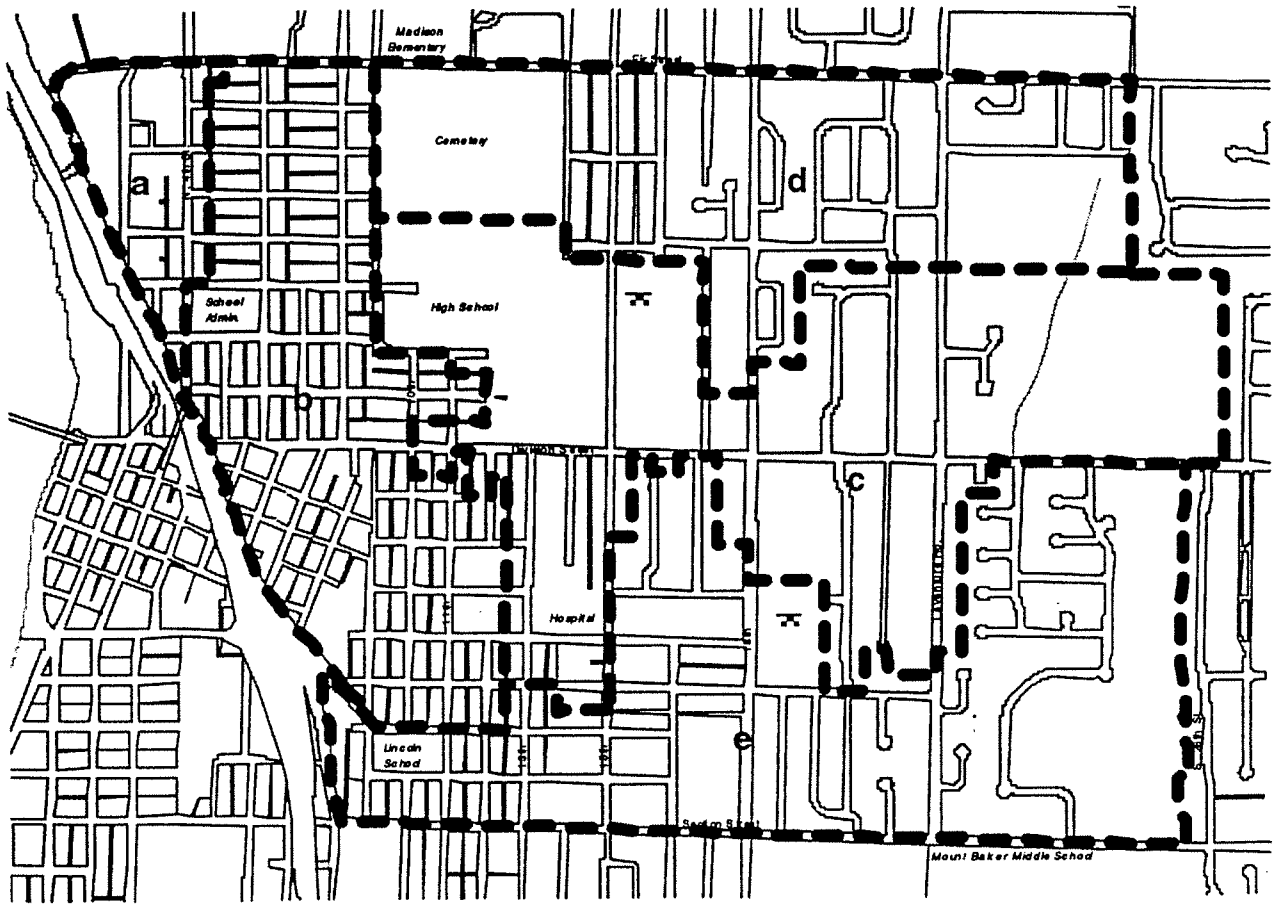
(c) Division Street and adjacent higher intensity uses from 10th Street to approximately east of 26th Street;

(d) Cemetery and residential areas north of Division Street Corridor extending to Fir Street; and

(e) Residential areas south of Division Street Corridor extending to Section Street.

These distinctions are based on land uses, building type and size, and development pattern. Division Street and North 4th Street form the spines of these subsections. Each area has a unique character, exemplified by human scale development.

Sub-Areas



DESCRIPTION OF SUB-SECTIONS

(a) North 4th Street (Top of Viaduct to Fir Street)

This area has three distinct areas. North 4th Street itself is the primary vehicular access and is in transition from primarily residential uses to a combination of office and small commercial. The residential uses to the west of North 4th Street are in a small pocket directly adjacent to I-5. There has been some conversion of these units to apartments. Some small non-residential uses are located along the south side of Fir Street. The residential uses backing up to North 4th Street on the east provide a transition to the adjacent and primarily single family uses.

(b) Fir Street to Broad Street

Large homes, mixed with some duplexes and multi- family and institutions, including churches, school administration and YMCA characterize this area. This area has a number of historic homes and City landmarks. It is affected by traffic filtering through the neighborhood from Division Street to Fir and North 4th Streets.

(c) Division Street Corridor

This primary corridor in the planning area has a variety of visual characteristics and uses as it extends from its beginning at 10th Street to approximately 26th Street.

10th Street to 18th Street

With the high school and Catholic school to the north of Division Street and medical facilities primarily to the south, Division Street has a dual character. The character and scale of the buildings fronting on it are consistent from side to side, being somewhat larger than single family residences in scale. Single family areas tend to front on and function from side streets.

18th Street to LaVenture Road

Because of the medium scale of the institutional uses and multi-family projects, the character alters again. Division Street feels broader due not only to street width but also increased project setbacks.

LaVenture Road to approximately 26th Street

This section of Division Street is characterized by a variety of primarily medical offices, retirement facilities, multi-family, single family and mobile home parks. The large vacant 40 acre tract on the north side of Division Street which was recently annexed to the City acts as the terminus of these higher intensity mixed uses along the street.

(d) North of Division Street Corridor to Fir Street

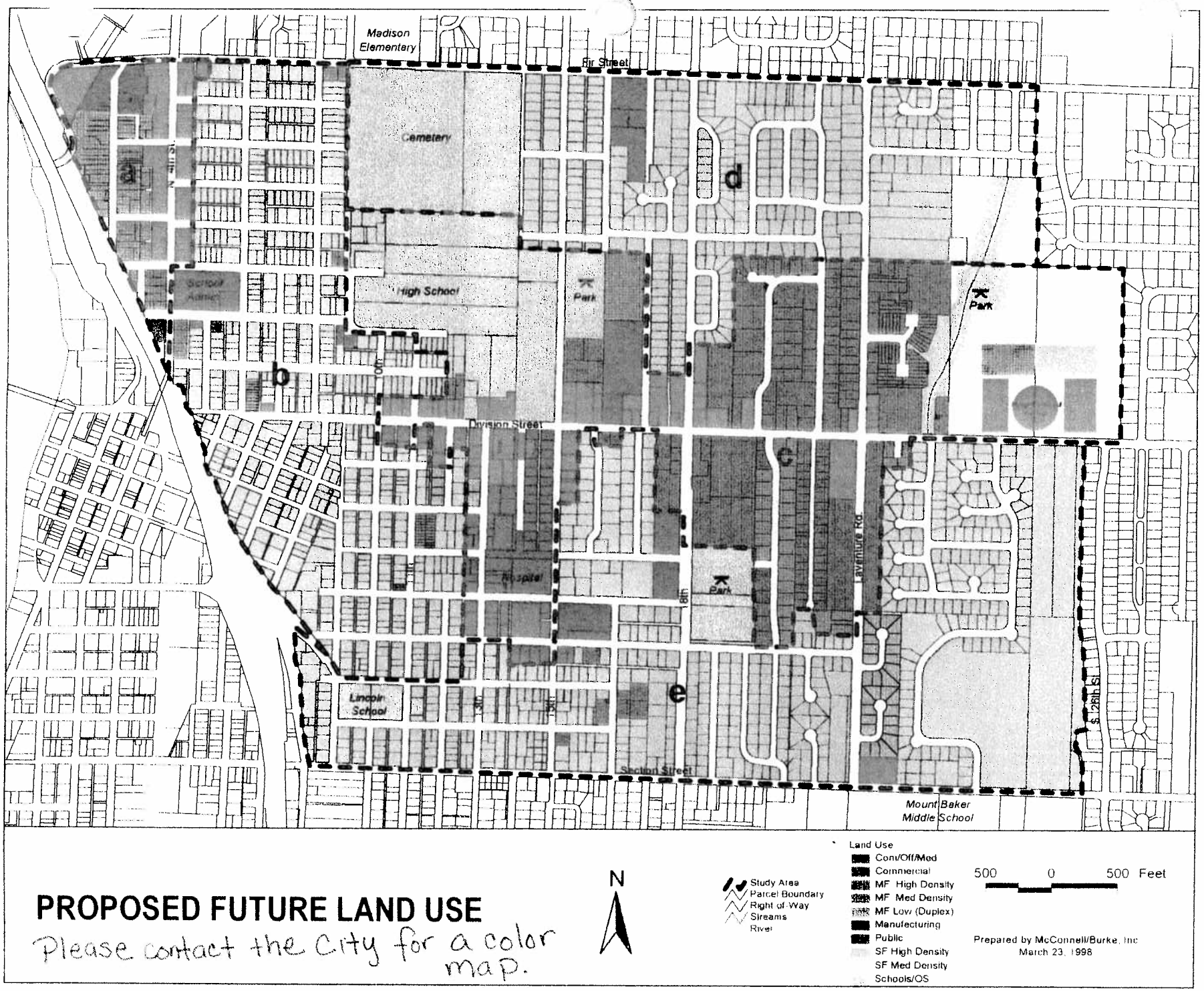
This area is primarily single family residential with the cemetery defining the western boundary and the property line between Addison Place and Upland Drive on the eastern boundary. It also has some church and park uses.

(e) South of Division Street Corridor to Section Street

This area is primarily single family (traditional and mobile homes) with some duplex and multi-family areas. It extends from the bluff at I-5 on the west to 26th Street. It also has some large churches and limited park facilities.
The map on the following page illustrates the future land uses proposed for each of these areas within the North 4th Street / Hill / Division Street Corridor Area Plan.

(f) Healthcare Development

This area is a mix of healthcare related activities and residential homes. It extends from Division south to Broadway, East to 15th, and West from 11th-13th, as illustrated in the land use map of the Healthcare Development Subarea.



PROPOSED FUTURE LAND USE

Please contact the City for a color map.

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DETAILED RECOMMENDATIONS

The following summarizes the land use development and design emphasis of each sub-section (see detailed plan).

(a) North 4th Street — Viaduct to Fir Street

- Along North 4th Street commercial is limited to smaller businesses because of the restricted depth of lots along the street. Limited expansion of non-retail commercial uses such as offices should be encouraged by the conversion of existing houses along North 4th Street.
- Allow related commercial (i.e. bed and breakfast) and office use in suitable homes in areas immediately adjacent.
- Allow conversion of the area to the west of North 4th Street to multi-family; however, preserve identified historic and landmark single family structures.
- Consider de-emphasizing North 4th Street as the primary route between downtown and the malls through signage and signal phasing.
- Increase the pedestrian amenities along the street and connecting into adjacent residential areas.

Other general recommendations are within the North 4th Street / Hill / Division Street Corridor Planning Area.

(b) Residential: Fir Street to Broad Street

- Preserve single family neighborhoods.
- Preserve and enhance identified historic homes and landmark structures.
- Introduce limited commercial uses such as bed and breakfast in larger homes of historical/architectural interest to maintain their integrity.
- Place a small park overlooking the valley and river at the west end of Division Street and a neighborhood park at the School Administration building site.
- Prohibit further large scale multi-family construction within the single family areas.
- Create an identifiable traffic connection by the high school to control traffic and prevent it from filtering throughout the neighborhood.

  Provide a pedestrian connection across I-5 at the end of Division Street connecting to Downtown Mount Vernon.

(c) Division Street Corridor

10th Street to 18th Street

- Maintain the integrity and livability of viable, stable residential areas within the Division Street Corridor.
- Direct expansion of medical facilities:
  - Hospital may expand to north and west of existing block and create better sense of entry from Division Street.
  - Professional office use should occur along Division Street between 10th and 18th Streets, and along 13th Street from Division to Broad Streets.
  - Medical uses should provide buffers to protect single family residential uses consistent with the City's landscape ordinance or as agreed upon by the adjacent property owners.
  - Encourage joint use of parking with churches and high school for evening events.
- Clarify site organization of education facilities:
  - Prepare a master plan identifying entrance(s) to high school, ideally from Division Street.
  - Explore joint use opportunities with the Catholic school.
  - Explore relocation of bus parking and maintenance facilities to a more appropriate site.

General Considerations:

- Establish an improved circulation system to major institutions:

  Improve pedestrian safety and amenity along Division Street placing a landscape strip between the street and the sidewalk.

  Make additional provision for transit service and provide shelters in areas of high population or pedestrian traffic.

  - Emphasize 13th Street between Division and Broad/Section Streets to provide access to the hospital and professional offices.
  - Encourage curb cuts for retail and offices on north-south streets, rather than Division Street, to ease traffic turning movements and congestion.

- On Division Street, introduce supportive convenience retail (not freestanding buildings but integrated into professional office/medical or hospital buildings).
- Concentrate senior services in this area to combine with medical facilities.

18th Street to 26th Street

- Preserve single family developments by buffering them from institutions and larger multi-family developments;
- Provide usable open space within large developments as well as increase public park space in the planning area.
- Limit the further creation of large multi-family projects; i.e., encourage lower density, smaller projects on available infill sites, with increased amenities and pedestrian and transit orientation.
- Provide area with amenities and services such as small parks within apartment complexes; and when strict locational and design criteria are met limited convenience commercial would be encouraged within the complex.
- Create a mixed use neighborhood center as the terminus for the Division Street Corridor on the vacant 40 acre tract. Because of the size of this tract and the previous approval of a development on this site at the retail standards contained in the 1995 Comprehensive Plan, those neighborhood retail standards will apply as follows:

Service Area Population	5-10,000 people
Service Area Distance	0.5 - 1 mile
Site Size Range (acres)	3 - 10 acres
Building Size (sq. ft)	30-70,000
Access	Arterials

Comments: Planned Center w/ Transportation and Economic Analysis

The placement of a center at this location is intended to preclude any additional commercial facilities to the east along Division Street. This site should include public parks and open space, retail and office uses of a scale to complement existing uses and to serve the surrounding neighborhood and multiple and high density single family uses.

The site should be carefully buffered from surrounding residential uses. On-site parking should be buffered (berms and landscaping) to minimize views from the street and adjacent residential areas. Improved pedestrian access to these areas should be developed as well as connections to the City trail system. Street improvements should be made to assure that traffic will not adversely affect adjacent existing residential areas. Provisions for a transit stop with a shelter should also be made.

(d) Residential North of Division Street Corridor to Fir Street

- Preserve and enhance existing single family residential areas.

- Allow infill of higher density residential uses which complement existing uses and provide for public facilities.
- Provide adequate parks and playgrounds to serve existing and future residents.

(e) Residential South of Division Street Corridor to Section Street

- Preserve and enhance existing single family residential areas.
- Integrate existing and limited future scattered duplex (conditional use) and small scale, lower density multi-family apartment units.
- If existing mobile home parks are proposed to be redeveloped in the future, they should meet then current mobile home park or subdivision standards or appropriate single family or multi-family standards.
- Provide adequate parks and playgrounds to serve existing and future residents.

CIRCULATION PLAN

Vehicular Circulation

Vehicular circulation is not well defined in east-west connections to downtown Mount Vernon from this planning area due to the steep topography and the location of I-5. The future street network will build on the current system and includes (as identified in the City's Transportation Plan):

- Primary Arterials within this planning area which are proposed to connect it to the City-wide system are: LaVenture Road and North 4th Street.
- Minor Arterials within this planning area are: Fir, Division and Broad / Section Streets.
- Collector Streets within this planning area are: 13th, 15th and 18th Streets with the proposed 30th Street extension just to the east of the area.

Install traffic calming devices to discourage through traffic in residential areas based on overall city-wide policy and criteria.

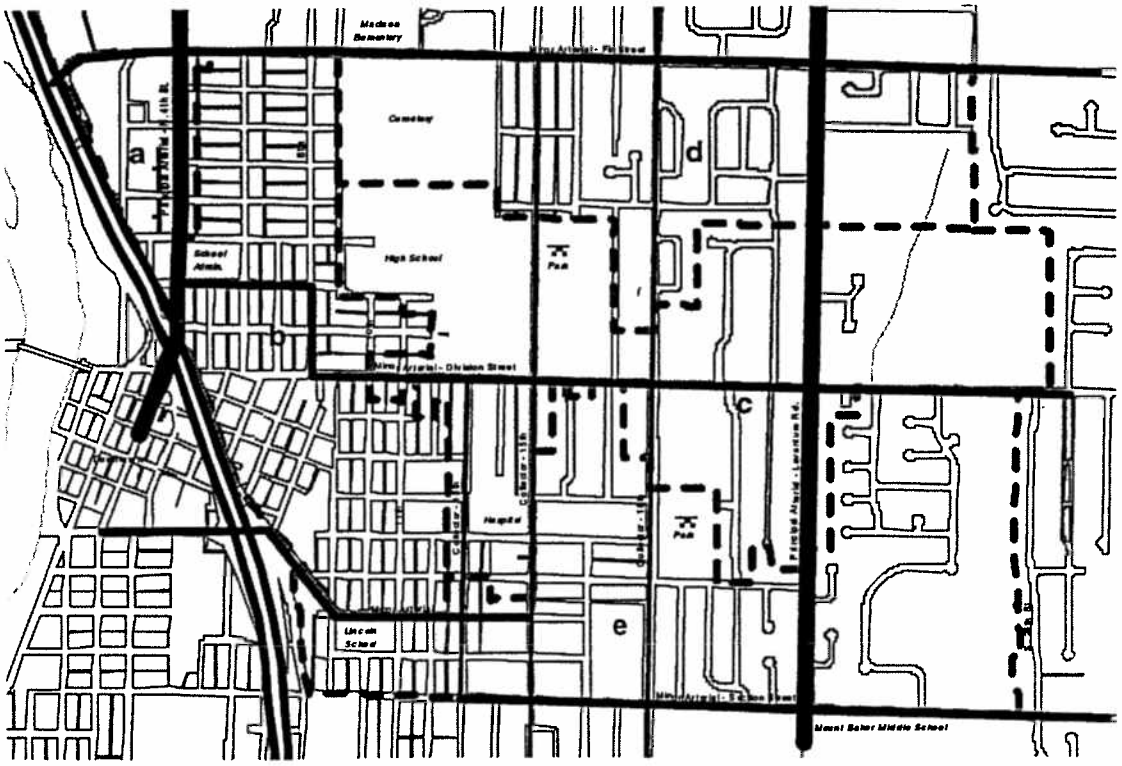
Parking and Transit

- Coordinate with the Skagit Transit to develop complementary routes serving this area with a system of shelters
- Establish joint use parking agreements between larger churches and hospital, clinics, and professional offices.
- Create shuttle system along this corridor which connects joint use parking, multi-family, retirement homes, office, retail and the hospital.

Pedestrian Emphasis

Division Street should be designed as a tree lined boulevard to provide increased pedestrian and transit amenities with a landscape strip, wider sidewalks, benches, landscaping and shelters at bus stops.

Circulation Plan



PARKS, OPEN SPACE AND PATH PLAN

Bike and Pedestrian

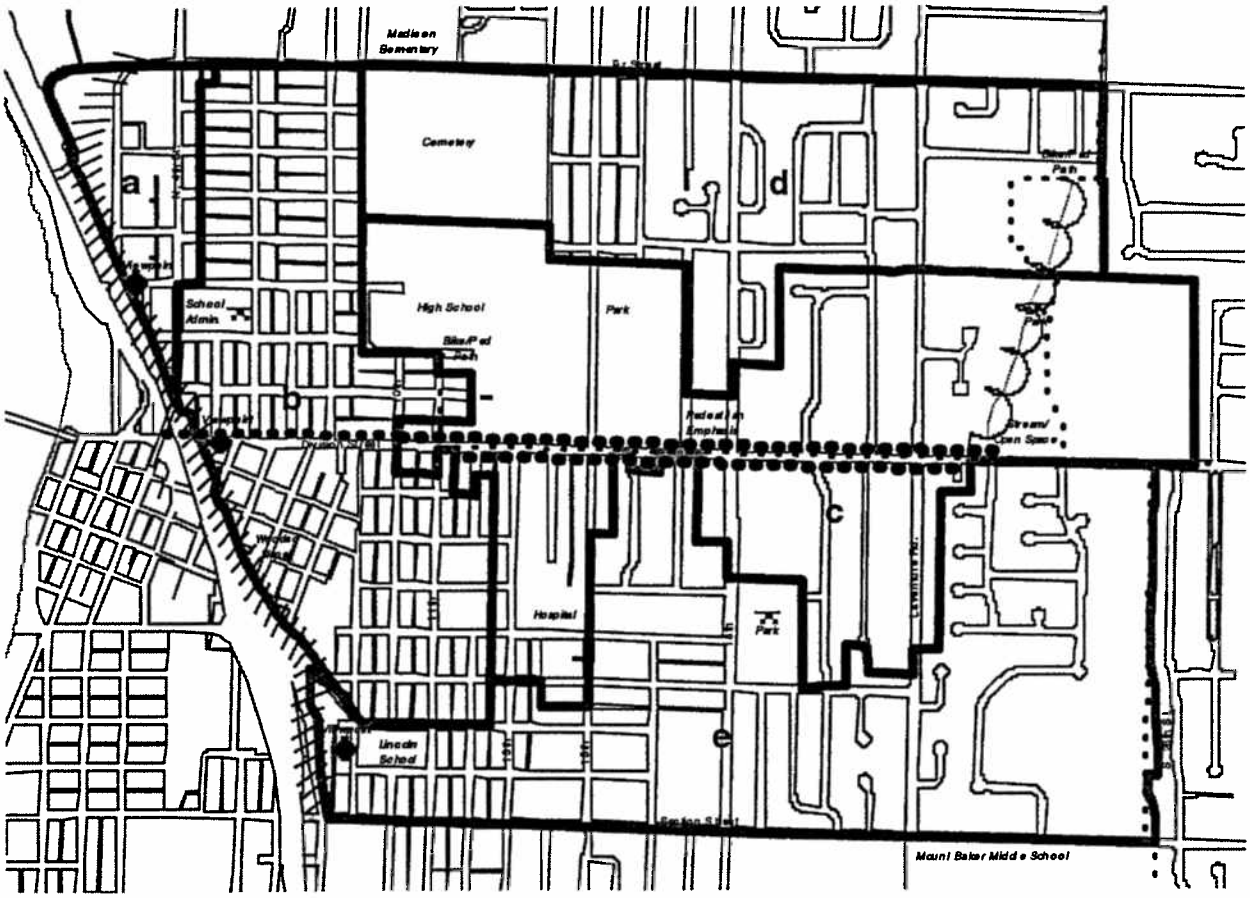
- Create a pedestrian system which connects the major uses and transit along the major streets. Place pedestrian elements and amenities along these streets: landscape strips with trees, wide sidewalks, , transit stops/shelters, etc.
- Assure that major developments provide direct, separate, identifiable pedestrian connections to public streets.
- Develop special pedestrian area along Division Street from 13th Street to LaVenture Road, including a wider promenade with pedestrian amenities and possibly a double row of trees on north side of street.
- Tie this planning area into biking and pedestrian paths throughout City.
- Complete sidewalk system to schools.
- Provide improved connections to downtown Mount Vernon including a pedestrian overpass over I-5 at the end of Division Street.

Parks, Open Space, and Views

- Provide viewpoints along bluff at locations such as the street ends of North 1st Street and Division Street and across from Lincoln School.

  Include a small neighborhood park on the site of the School Administration and YMCA.
- Preserve wooded slopes adjacent to I-5.
- Develop park possibly including consideration of a future City-County public library on City land on 18th Street.
- Consider distant views to south (Little Mountain) and east (mountain backdrop).
- Interrelate open space systems: schools, parks, viewpoints, etc., to provide frequent open spaces and playfields for a variety of users and recreation needs.

Parks and Bike/Pedestrian Paths



C. MALL/COLLEGE WAY PLANNING AREA

This area north of the original town site was the second location of the major expansion in Mount Vernon following The Hill. The construction of Highway 99 probably was the first impetus to use these lands for something other than agriculture. Yet by 1960, though the area had been annexed, it was predominately occupied by farms, except for intermingled retail and residential uses on Riverside Drive/Highway 99 and homes along LaVenture Road. The new Skagit Valley Community College had relocated from the high school to the intersection of LaVenture Road and College Way in 1958. The construction of the Mount Vernon Mall and Skagit Valley Mall in 1971 and 1973, respectively, is indicative of the changes the area went through ten years later.

Several factors have directed the organization of land uses. The river to the north and the topographic edge to the south along Fir Street have limited the development along the College Way corridor. North-south circulation is limited by this ridge as well: Interstate 5, Freeway Drive, and Riverside Drive are located to the west of it, 18th Street and LaVenture Road to the east. This limitation to circulation is reinforced by only Interstate 5 and Riverside Drive crossing the Skagit River. Interstate 5 also has a role as barrier with limited connections under it. Likewise, College Way and Hoag/Stewart/ Martin Road are the only east-west streets of any prominence. The railroad, not confined to the grid, comes around the west end of the bridge and then heads northeast, on a diagonal to cross the Skagit River. The old railroad station is located just north of College Way, west of the track.

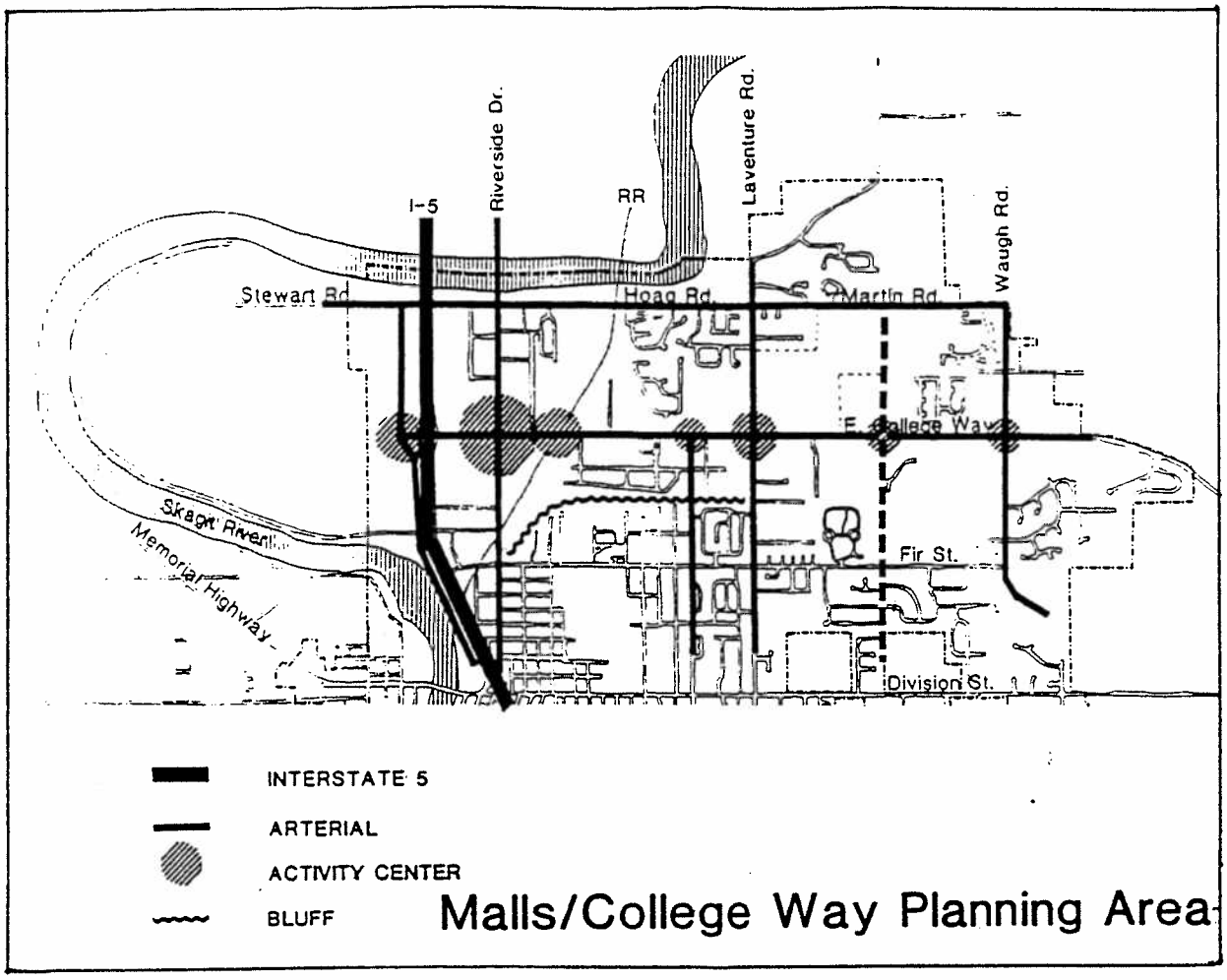
People from all sections of Mount Vernon and the region are drawn to this area due to the institutions and activities here. This has burdened the limited circulation system. Conversely, the location of the circulation and railroad have dictated the clustering of land uses.

EXISTING CONDITIONS

The intersection of each of the north-south streets with College Way represents a distinct change in land use and building type. The discussion of this district's plan will use these intersections as the organizing element.

Freeway Drive and College Way

At the point where College Way dead ends into Freeway Drive there are medium scale free standing structures with freeway oriented commercial uses. They face Interstate 5 and Freeway Drive. The backdrop to the west of these buildings is trees and open agricultural land. This contrast has great potential expressing the image of the City. The buildings provide a defined edge/ending for College Way and the City.



Riverside Drive and College Way

This is the heart of the retail shopping area. It is characterized by the two larger malls serving a market area well beyond the City of Mount Vernon, as well as smaller centers with more community oriented shopping. Though the buildings vary in size and style from large internal malls to strip, the jumble of pads and smaller buildings circumscribing the parking lots often mask the main structures. There is currently little sense of entry which produces confusion when trying to orient oneself. Access to all four shopping centers is from Riverside Drive or College Way. This area is now served by only two stoplights, at the intersection of College Way and Riverside Drive and a recently installed light serving the malls. This intersection and connecting street to the north will redirect access to the area and modify the internal organization of each mall and the relationship between them. Both the Mount Vernon Mall and Skagit Valley Mall anticipate expanding in the future, which emphasizes the need for resolution.

Railroad and College Way

The intersection of the railroad and College Way is one end of the warehouse and light industry zone. These uses are in larger buildings and are more widely spaced. Their alignment with the railroad introduces an oddly angled area between the retail center and the houses and small businesses east of the railroad. Improved access and the location of more businesses of a similar nature could make this into a significant employment center for the City. The potential multi-modal center will be accessed from the north.

18th Street and College Way

The termination of 18th Street at College Way contributes to its secondary role. It serves the grocery store at the intersection and the small businesses widely spaced to the west along College Way. This center permits people to purchase food and other daily necessities closer to home without adding to the congestion at Riverside Drive and College Way.

This area also is the west end of a collection of multi-family housing projects which are associated primarily with the community college. The largest grouping is placed at the base of the ridge and is principally for senior citizens. The other multi-family structures are at the entrance to a single family neighborhood, buffering it from College Way.

LaVenture Road and College Way

The community college is the focus of the crossing occupying the northeast corner of the intersection. It clearly influences everything in the immediate vicinity: small food stores, movie theaters, pizza parlors, and multiple-family. Many of the older single family homes along College Way have been converted to provide some of the activities.

Almost all of the multi-family developments surrounding the college are dense, less expensive, multi-family housing. There are some condominiums to the west of the college. With the institutional and retail services in this part of Mount Vernon, their location here is logical. However, their character and scale are not as successful. The demands for housing for these sectors of the community will continue to grow, but the construction should be smaller scale, less dense, with increased open space and landscaping, which would be a more appropriate character, typical of Mount Vernon.

Waugh Road and College Way

Except for a few recent residential developments, the buildings along College Way between the community college and the City limits are predominately small, older, single family houses. The driveways open directly onto College Way, and although they now present few problems for the vehicular movement along College Way, increased development will worsen the situation, requiring consolidation of access and service drives. The character of this section of road is important to the entrance/exit image of Mount Vernon. This area offers a transition from the more intense activity of College Way to the agricultural and forested lands to the east of the City.

Stewart/Hoag/Martin Road

Except for the commercial areas at Interstate 5 and Riverside Drive, Stewart/Hoag/Martin Road is the main single family residential section north of College Way. The businesses are an abrupt change from the road's generally rural and residential atmosphere. The commercial functions should be oriented to Riverside Drive and the malls, thus helping to buffer the residential areas from the more intense uses.

Stewart/Hoag/Martin Road's character is dependent on changes in topography and the agricultural lands to the north. Except for a few duplex, triplex, and fourplex units, this is all single family homes with spectacular views to the north and west. The combination of the character of the road, quality of the homes, and views makes this not only a special neighborhood but also a significant edge expressing the urban and rural nature of Mount Vernon.

Undeveloped Lands

Most of the land interspersed between these major land uses is either residential or

undeveloped. Though there has been a significant amount of construction in the

College Way corridor in the last 15 to 20 years, there are still prominent tracts of undeveloped land. While this area will be a logical one within which to locate development, it will be important to direct it so that it reinforces the best qualities already existing.

Two portions in particular deserve further attention: the agricultural lands on the north side of Stewart/Hoag/Martin Road and the land at the base of the bluff north of Fir Street. The farm at the intersection of Hoag and LaVenture Roads is a poignant reminder of the transitional history of the land in the area and the setting of Mount Vernon. The land at the base of the bluff and the bluff itself retain many of their natural characteristics. An unnamed stream runs along side William Way. The land south and north of it is virtually unbuilt, and the bluff is heavily vegetated. The Kulshan right-of-way is also available for pedestrian use.

PLAN AND DESIGN

The malls and College Way corridor of Mount Vernon has a diversity of land uses, natural features, and building types which can be the basis for a vital section of town. It is the center of higher education, one of the two major retail centers, the major manufacturing area, and a significant residential neighborhood. The introduction of a multi-modal transportation center will increase its desirability for a number of users. These uses should be reinforced both separately and reciprocally while also preserving and taking advantage of the special natural features present.

Circulation

The expansion and completion of the circulation system is discussed first because it is the most crucial action in the improvement and success of this area. It will establish the public framework within which private decisions are made.

Vehicular

To ease the congestion of the streets surrounding the malls and along College Way, the City is working to expand and complete the system through the use of a secondary street network.

North-South

- Connect with signal between malls across College Way (under design).
- Continue Market Street to Mount Vernon Mall.
- Connect Cameron Way to Skagit Valley Mall.
- Complete Continental Place as an intermediary link between College Way and Stewart/Hoag/Martin Road.
- Add 30th Street as a collector street extending from Clear Lake Road to Little Mountain Park.
- Designate Waugh Road as a primary arterial south of College Way eventually connecting to Blackburn Road.

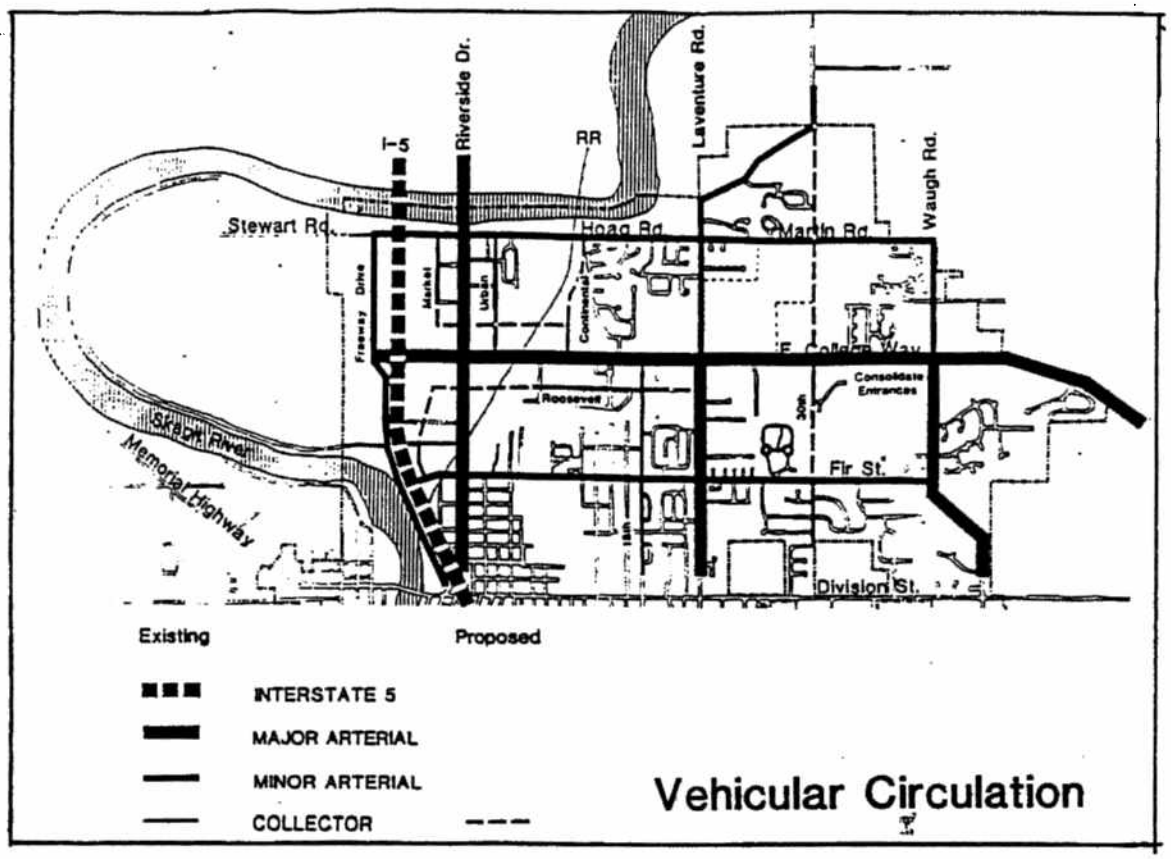
East-West

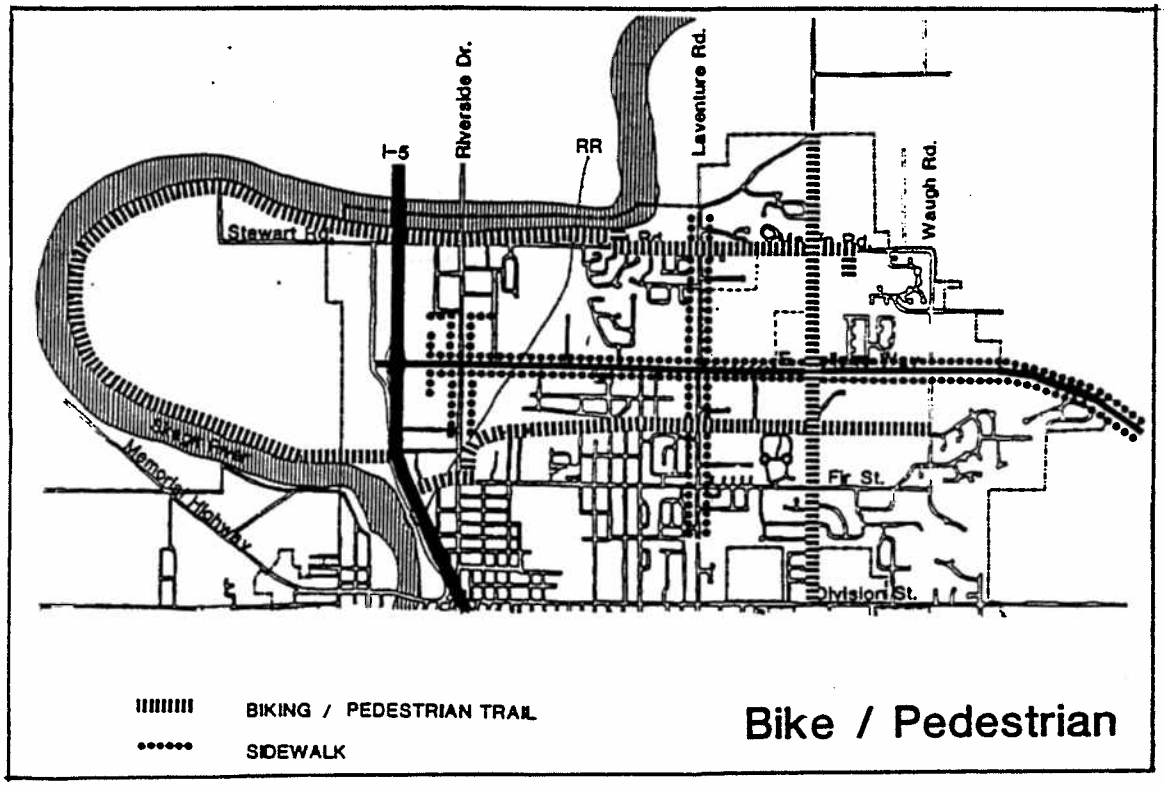
- Connect Continental Place to Market Street, north of Safeway.
- Extend Roosevelt Avenue from LaVenture Road to the new road connecting Riverside Drive

Pedestrian and Bike System

The Malls/College Way area has significant residential, institutional and retail uses which can rely on alternative modes of transportation for movement to these activities. The following are recommended to improve these possibilities:

- Connect to City and County bike/pedestrian systems on the dikes.


I-5
Riverside Dr.
RR
Laventure Rd.
Waugh Rd.
Stewart Rd.
Hoag Rd.
Martin Rd.
E. Colfax Way
Consolidate Entrances
Fir St.
Division St.
Memorial Highway
Existing
Proposed
INTERSTATE 5
MAJOR ARTERIAL
MINOR ARTERIAL
COLLECTOR
Vehicular Circulation

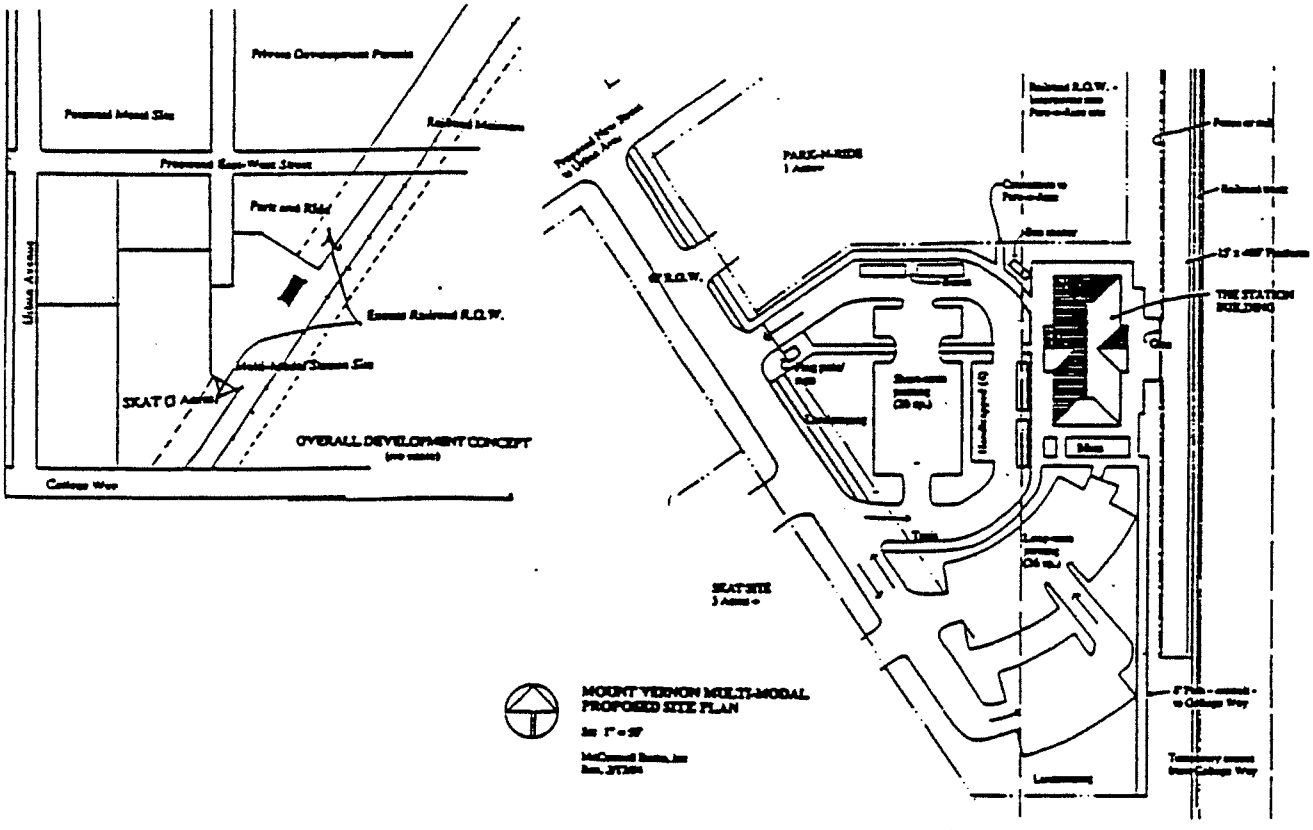

I-5
Riverside Dr.
RR
Laventure Rd.
Waugh Rd.
Stewart Rd.
Martin Rd.
Fir St.
Division St.
Memorial Highway
BIKING / PEDESTRIAN TRAIL
SIDEWALK
Bike / Pedestrian

- Complete and widen sidewalk system around the malls, community college, and along College Way and LaVenture Road.
- Extend the City biking and walking trails along the river, to the malls, to the community college and its playfields.
- Extend the bike and pedestrian trail along the stream south of Roosevelt Avenue and Kulshan right-of-way, connecting major recreation destinations from Lions Park to Bakerview Park.
- Place the bike and pedestrian trail on the new 30th Street extending from Stewart/Hoag/Martin Road to Little Mountain Park.
- Provide an attractive pedestrian connection between Skagit Valley Mall and Mount Vernon Malls.

Multi-Modal Transportation Center

The Washington State Department of Transportation authorized a special study to determine the optimal location for a multi-modal transportation center. In early 1994 it was decided it would be located on the site of the current station which will be replaced. The site will be designed to incorporate the multi-modal facility (Amtrak, Greyhound, and taxis); SKAT offices and bus maintenance facilities; and a Park and Ride lot for 100 cars.

The following site plans show the relationship to the College Way/railroad intersection and a conceptual layout for the building and its immediate environs.



Reinforcement and Organization of Land Uses

Since the basis for the physical character of the Mall/College Way area is the intersection of north-south streets and College Way, the recommendations for the area will emphasize this structure to organize the diversity of uses into a coherent system.

The retail is organized as distinct centers along College Way. Other related commercial and light manufacturing uses are encouraged to infill existing vacant land. Offices are used as buffers against residential areas or along streams and wooded bluffs. The multiple family uses are concentrated in the vicinity of the community college.

Freeway Drive and College Way

Retain the contrast of agriculture and freeway commercial as one edge of Mount Vernon:

- *Character*: Freeway commercial, physically oriented to Interstate 5 and Freeway Drive. Structures immediately adjacent to I-5 at Stewart Road could be developed with a special permit process at a higher density and height for motel uses, taking advantage of the river view and access.
- Maintain trees or other aspects of the rural area immediately behind the properties to reinforce this edge.

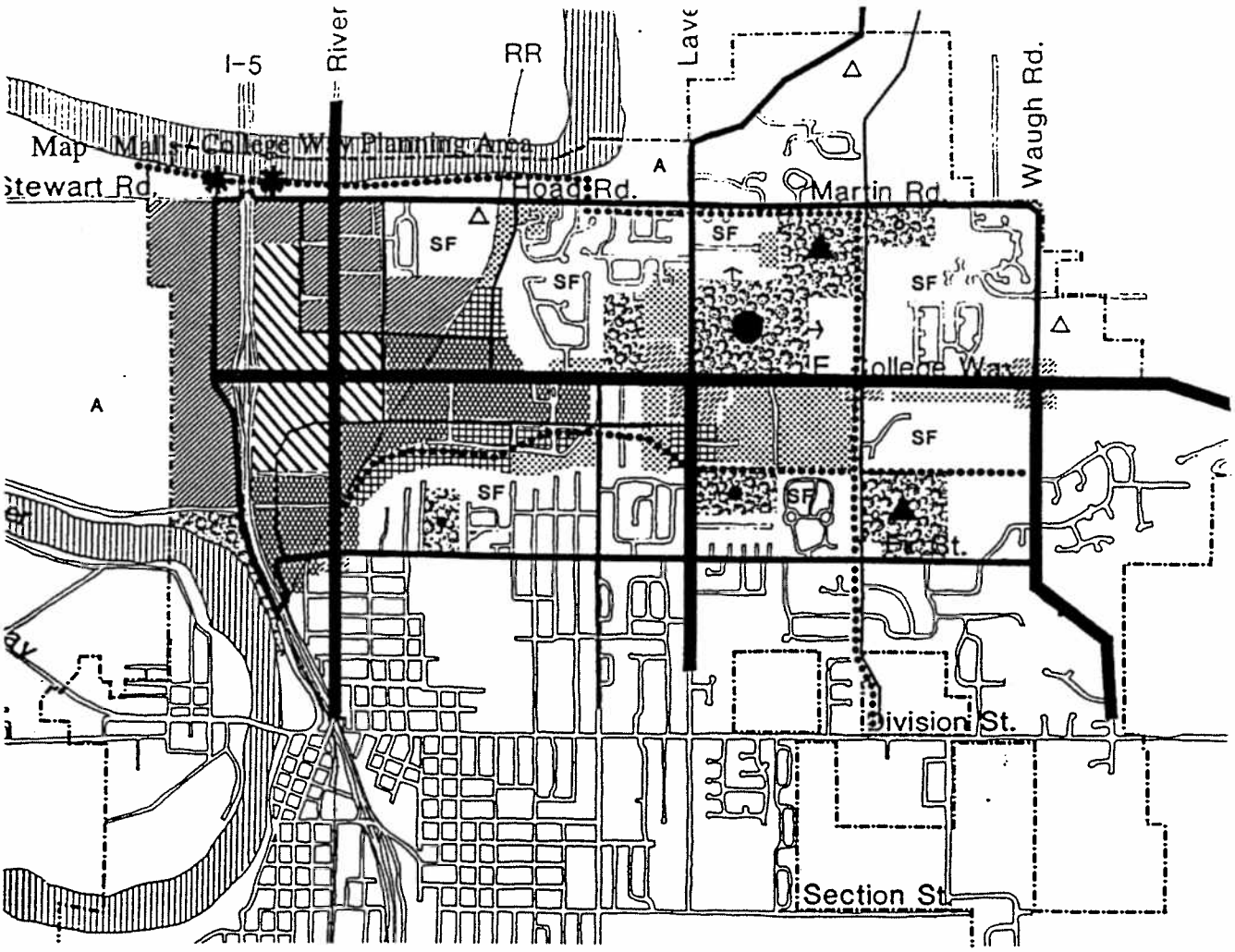
Riverside Drive and College Way

- Continue this area as a major retail center both City-wide and regionally.
- Systematize the pads and strip commercial along the edges so the internal organization is comprehensible from the exterior. Establish identifiable entrance points from the adjacent streets.

Establish exterior standards (i.e., signage, landscaping, colors, use of windows) for the malls and pads for a more coherent grouping and cordial welcome.

South Riverside Drive, Railroad, and 18th Street Intersections

- Develop along the railroad a commercial-light industrial zone to serve both the City and the surrounding neighborhood areas. This should aid in the integration of this area into the City.
- Gradually eliminate commercial uses on the north side of College Way between the church and the businesses at LaVenture Road. The presence of multiple family residential would be an appropriate transformation in the character along College Way.
- Place a retail node at Fir Street and Riverside Drive to serve the neighborhoods surrounding this intersection.
- Land Uses: Mixed commercial, retail, and light manufacturing with the manufacturing nearer the railroad, and retail and commercial emphasized as you move toward 18th or Fir Streets.
- Office Use as Transition to Residential: The unbuilt land nestled between the green buffer of the bluff and the unnamed stream paralleling William Way should be carefully used for offices which could benefit from the qualities of the area but would not destroy them. The other location for offices would be north of College Way where Continental Place now ends. Located at the base of a minor ridge and with open/green space provided by the railroad, this area would be appropriate for less intense general office uses.
- Multi-Family: Apply specific standards for density, height, landscaping, size, and massing to maintain the character of Mount Vernon's residential areas, both multiple family and more densely developed single family areas .



A	AGRICULTURE		OFFICE
	OPEN SPACE	•••••	BIKE / PEDESTRIAN PATH SYSTEM
SF	SINGLE FAMILY	*	Allow higher density & height for motel under special conditions
	MULTI-FAMILY	●	COMMUNITY COLLEGE
	COMMUNITY RETAIL CENTER	•	ELEMENTARY SCHOOL
	REGIONAL RETAIL CENTER	▲	COMMUNITY PARK
	MIXED: COMMERCIAL, LIGHT INDUSTRIAL	△	PROPOSED NEIGHBORHOOD PARK
	COMMERCIAL: MIXED OFFICE, SUPPORT SERVICE, MOTEL		

Malls/College Way Planning Area

LaVenture Road and College Way

The focus of this intersection should continue to be on the community college.

- Maintain or enhance elements at the northeast corner which acknowledge the presence of the Skagit Valley Community College.
- Provide for future expansion of the community college to the north and east.
- Provide connected retail centers which are oriented but not limited to uses which support that community; i.e., school/office supplies, food, entertainment.
- Expand the small professional office/medical area at the Roosevelt Avenue extension and LaVenture Road to provide services to the college and elderly developments.
- Apply specific standards to multi-family and denser residential areas to maintain the character of Mount Vernon's residential areas.

30th Street and College Way

Thirtieth Street does not now exist as part of the circulation system. As the City infills to the east, it will be developed as a collector street supplementing LaVenture Road. Its placement directly east of the college will define their eastern limit.

- Small, neighborhood retail should be allowed at the intersection south of College Way.
- This intersection will be the eastern end of the major concentrations of multi-family housing across from the community college. The same standards should apply as those mentioned at LaVenture Road.
- Limit businesses in this area along College Way between LaVenture Road and 30th Street to those oriented to support the college community and surrounding multi-family. They should be integrated with the multiple family, if proposed.

30th Street to Waugh Road and College Way

As a primary entrance from the east to Mount Vernon, this roadway should:

- Retain the tree-lined, highly landscaped character which exists to the east.
- Emphasize single family-designed to locate housing away from the street.
- Provide for access from north-south streets and consolidation of vehicular entrances, thus limiting the entrance points and facilitating traffic flow on College Way.
- Consider multiple family with single family along College Way (limited access and with buffers) as planned use developments.

Waugh Road and College Way

This intersection has one corner currently designated for commercial use. Since Waugh Road is designated to serve a future arterial function, it is logical that additional small scale, planned neighborhood retail functions could exist at this intersection, depending on access, adequate market and a design solution in keeping with the character of this important entry road.

East of Waugh Road

- Retain the tree-lined, highly landscaped character which exists to the east.
- Locate single family away from and buffered from College Way.
- Emphasize public and private views across Nookachamps.

Stewart/Hoag/Martin Road

Intersection of I-5 to Riverside Drive and Urban Avenue:

- Maintain residential and agricultural uses north of the road; however, as a planned use consider the introduction of a taller hotel facility built to provide pedestrian access and views of the river.
- South of the street support commercial (i.e., offices, retail, motel) shifting from more

intense uses near I-5 to more office uses near the residential at Urban Avenue.

East of Urban Street

- Continue residential-agricultural uses north of the road.
- South of the road, preserve single family use. Allow limited multi-family in existing locations and the strip between the extension of Continental Place and the railroad.
- Buffer, physically and/or visually, these residential areas from the neighboring commercial and manufacturing uses.

Preservation of Aspects of Existing Character

The Malls/College Way area forms three edges of the City (north, west, and east) where there is an important contrast between rural and urban environments. It has many good views to the rural landscape, and the area contains important natural elements which offer relief from the built environment. The image of the City and the rich character of this area are dependent on the retention of these contrasting components.

- Retain agricultural lands in bend of the river west of Freeway Drive (outside City limits).
- Preserve rural character of Stewart/Hoag/Martin Road.
- Preserve farm/agricultural lands north of Hoag Road near LaVenture Road.
- Retain non-commercial, small-scale, residential character of College Way to the east of the community college.
- Retain rural character east of City limits.
- Preserve green belt of bluffs north of Fir Street.
- Preserve natural creek between Roosevelt Avenue and William Way.
- Reinforce sense of entry to the City from I-5, Riverside Drive, LaVenture Road and College Way.
- Preserve the following views:
  - From I-5 to farmlands in river loop.
  - From community college to mountains to the northeast.
  - From residential areas along Hoag Road to north and west.
  - From College Way to open land east of Waugh Road.

D. WEST MOUNT VERNON PLANNING AREA

West Mount Vernon is the commercial and residential area west of the Skagit River across from downtown Mount Vernon. Although it is in close proximity to the center of the community, it is isolated because of the river and the one narrow bridge crossing.

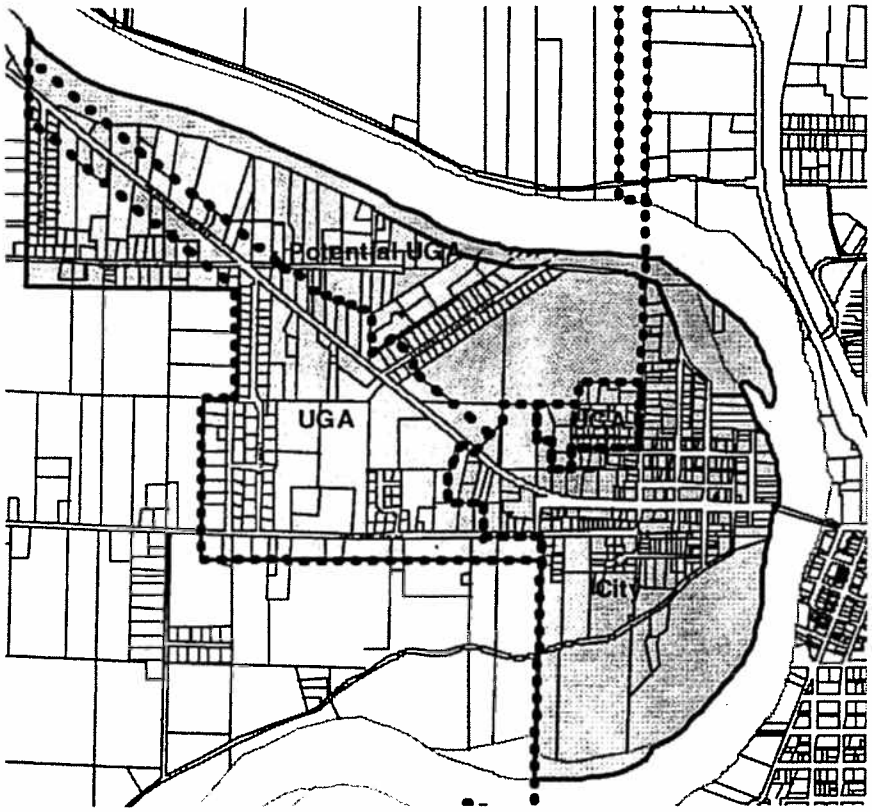
Many of the commercial uses serve the agricultural activities to the west. The adjacent residential areas in the City tend to be older and are currently experiencing infill with new single family and duplex construction. Other residential development within the planning area is scattered, typically being an individual subdivision surrounded by agricultural uses. The major public facilities within the area are Edgewater Park and Washington Elementary School.

West Mount Vernon is a very important entry to the City. The area is constrained because of the river, dikes and frequent flooding, however with careful planning, it provides significant opportunities for future commercial and light industrial growth as well as residential infill and expansion.

For purposes of this planning effort, a planning study area was established, shown on the following map which also shows the City limits and Urban Growth Area (UGA) adopted by Skagit County. It generally encompasses the following area:

- West of homes on McCormick Lane to the Skagit River;
- South of McLean Road to a line west of the Sunset subdivision;
- 225 feet south of Dunbar Road to a line 200 feet +/- west of Valley View Road to the dike north of Memorial Highway; and
- East along the river to the City limits.

Study Area / UGA / City Limit Map



The study area used in planning for West Mount Vernon is larger than the final UGA because it is important to understand the implications of the future use of that land which is not included, particularly that which is separated between the Skagit River and the UGA. This will provide the City with land use policies for use in discussion with Skagit County. In cases where properties are split by the UGA, the County is establishing a method of reconciling the boundary.

EXISTING CONDITIONS

The following summarizes the existing environmental features, land use, transportation and parks and open space within the West Mount Vernon planning area.

Existing Environmental Conditions

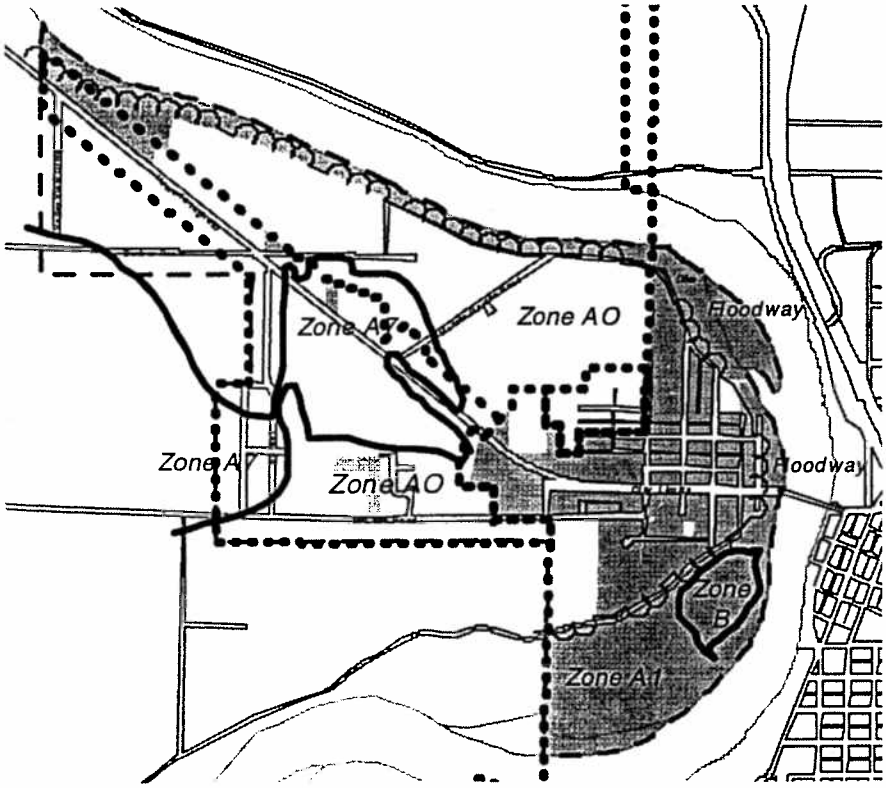
West Mount Vernon is defined by the Skagit River which establishes the north, east and south boundaries of the planning area. The river is bordered by a dike which protects the area from flooding as well as removes it from being a major visual feature from within the area.

As identified in Chapter One: Background Analysis, this entire area is subject to flooding and is located in the 100 year Flood Zone identified by the Federal Emergency Management Agency. Zone AO with a depth of flooding of 3 feet and a velocity of 5 FPS covers a majority of this area. Other zones include A1, A7 and B.

An area identified as the West Mount Floodway exists between the river on the east and the dike on the west. This area contains approximately 60 people living in a mix of single family and multi-family housing. In addition, there are additional residents of a seasonal, impermanent or transient nature living in trailers.

The City is currently working on a relocation and redevelopment plan. The ultimate use of this property would be for park purposes including a pedestrian-bike trail, sand beach, scenic overlook platform, boat launch for car-top boats and a gazebo which could be used by groups for picnics. The landscaping would be designed to create a "gateway" to West Mount Vernon while creating a restful environment for the citizens.

Map of Environmental Conditions



EXISTING LAND USE

A preliminary survey of existing land use was completed and a generalized land use map follows. The area is divided into eight sections which will also correspond to the discussion in the concept plan:

(a) Primarily residential uses in the floodway between the Skagit River and the dike. Edgewater Park (a-1) is to the south and Young's Bar (a-2) is to the north.

(b) Mixed commercial uses from the bridge to the current City limits along Memorial Highway.

(c) Residential uses south of the commercial uses to Edgewater Park.

(d) Residential uses north of the commercial uses to the dike.

(e) Scattered single family residential and open fields along McLean Road.

(f) Mixed commercial with large fields along Memorial Highway to Valley View Drive and limited commercial along McLean Road.

(g) Connecting streets with residential development include Garden Grove Road to the north and Sunset Lane, Valley View Drive and Dunbar Road to the south.

(h) Agricultural fields now surrounded by commercial or residential development or with scattered uses within larger tracts.

There are a number of fine examples of historic architectural style houses in this study area - bungalows built in the early 1900's are particularly prevalent. Within the floodway adjacent to the Skagit River there are probably three structures of potential historical significance. These are of a quality that they likely could be moved. They would be consistent with the character of the existing residential areas.

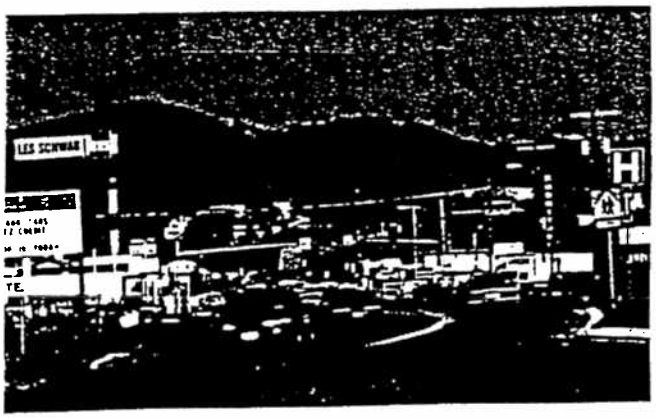
The general level of public improvements is low. Most of the streets do not meet City standards and few have curbs or sidewalks. The area is characterized by large trees and existing housing appears to be in generally good shape. There are some older houses which are not well maintained, however, they are in the minority.

The primary commercial area within West Mount Vernon is characterized by larger scale uses such as RV sales and service, automobile dealers and furniture stores. There are smaller support uses such as restaurants, service stations, hair salons and other service facilities. This area does not have a specific or defined character or identity.

Commercial uses extend west to Valley View Road. These tend to be larger lot uses. There are also large fields between groups of businesses. There is little continuity in the development within this area.

EXISTING TRANSPORTATION FACILITIES

The extent of transportation facilities serving West Mount Vernon is relatively limited. Memorial Highway (State Highway 536) is listed as a Principal Arterial and provides the only access across the river from downtown.



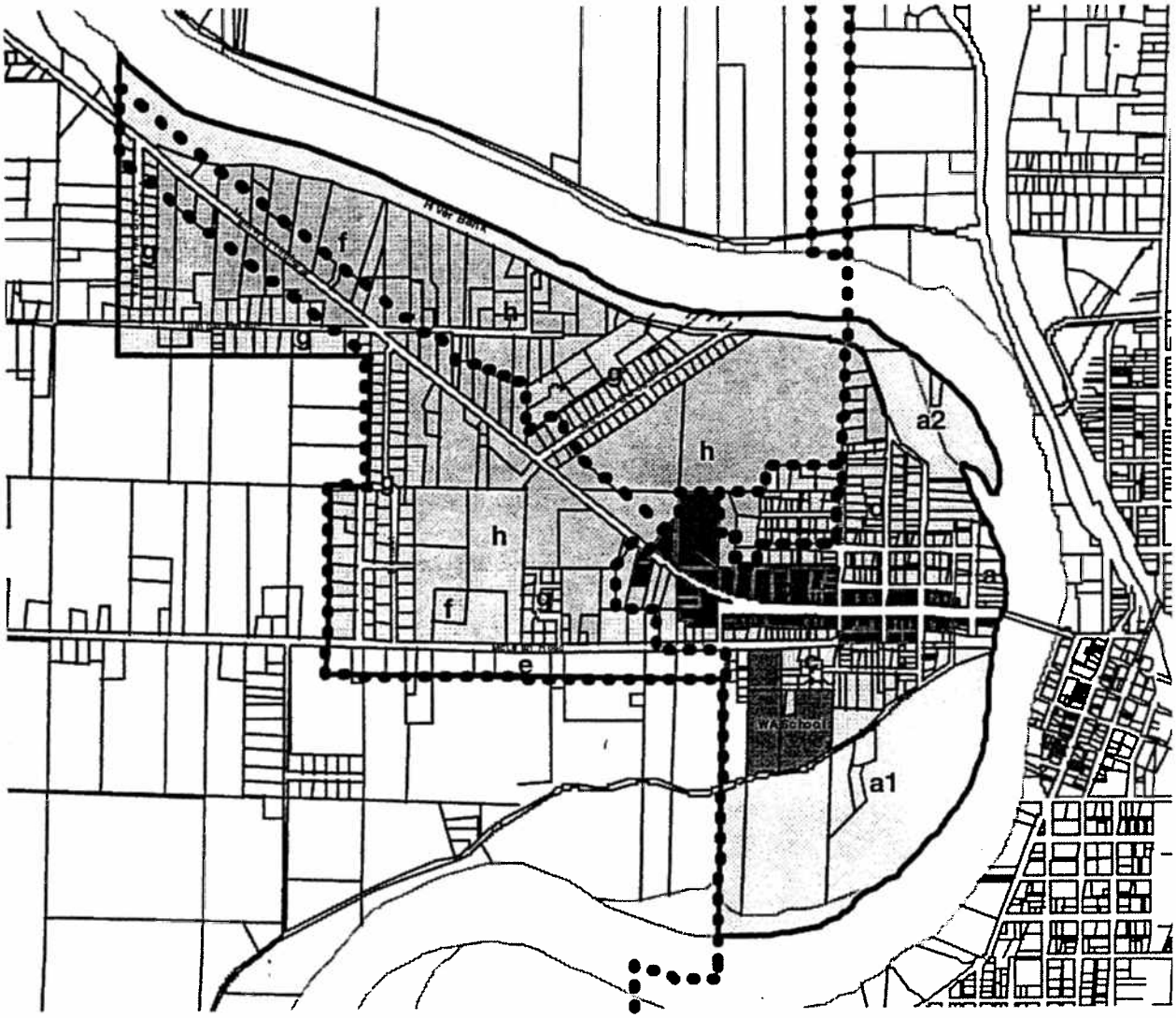
Wall Street is shown as a Collector Street. McLean Road is a Collector Street in the County and within the City limits.

EXISTING PARKS AND OPEN SPACE

Existing parks include Edgewater Park which is designated as a Community Park. It has 54 acres. Some supplemental recreation facilities are provided at the Washington Elementary School playground. In addition the City has recently opened a recreation center in the old fire station on Barker Street south of West Division Street.

The City requested grants in 1996 to relocate all of the business and residential uses in the floodway between the Skagit River and the dike. It is anticipated that this area will be incorporated into the City park system tying together Edgewater Park with Young's Bar to the north.

Map of Existing Land Use



PLAN AND DESIGN

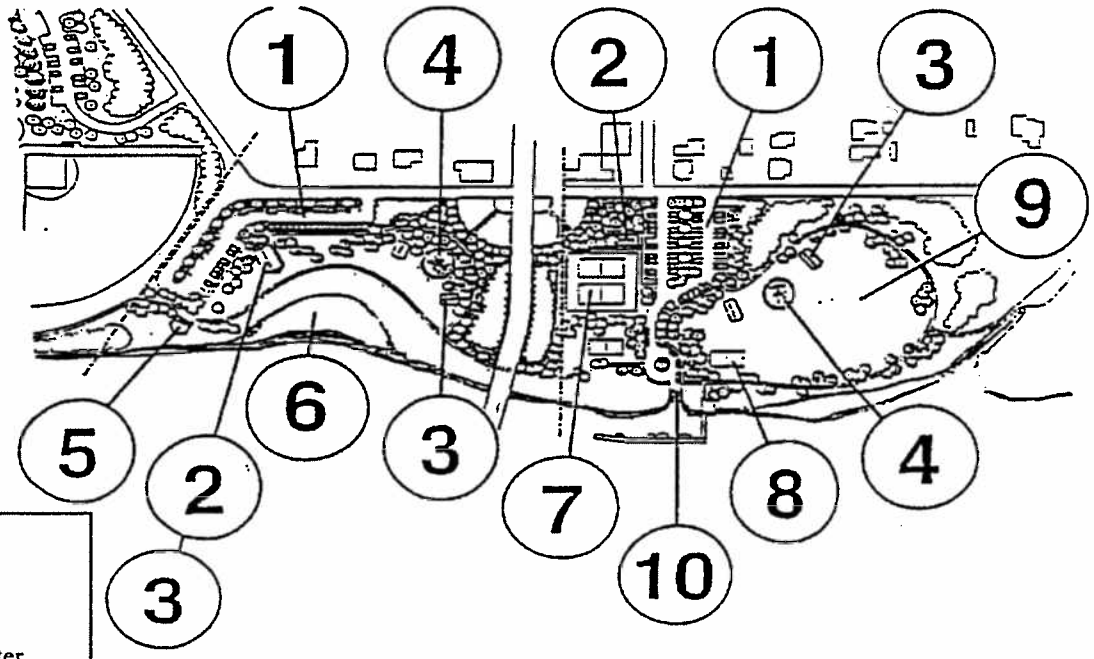
The potential for West Mount Vernon can be realized by strengthening both the current residential and commercial uses within the City limits, by infilling them with more intensive compatible uses and by placing more emphasis on their relationship to downtown Mount Vernon. This area should also capitalize on its relationship to the Skagit River and the opportunities provided by an expanded Edgewater Park and Young's Bar.

The current residential areas should be enhanced to provide the core of expanded neighborhoods as new residential development outside the current City limits occurs over time. As this occurs additional public facilities and more neighborhood oriented retail facilities and services will be required.

The concentration of commercial uses immediately west of the bridge from downtown provides a logical core for expansion within this planning area. It should be infilled and expanded with new, complementary retail uses serving the agricultural areas to the west as well as the surrounding residential neighborhoods.

The scattered commercial along Memorial Highway and the adjacent larger fields provide a long term opportunity to significantly expand the commercial and industrial base of the City. It is important that these larger tracts of land not be compromised by piecemeal development making it difficult to plan future development. Adequate infrastructure must be provided to accommodate these future uses.

Schematic Drawing of Park Improvements



Legend
1. Parking
2. Restroom
3. Picnic Shelter
4. Play Equipment
5. Interpretive Outlook
6. Beach Area
7. Multi-game Court
8. Volley Ball
9. Open Field
10. Car Top Launch

FUTURE LAND USE PLAN CONCEPT

The plan diagram illustrates the concept for the development of West Mount Vernon. The letter designations relate to the area on the map and are discussed in the following to indicate the range of appropriate uses:

(a) Expand Edgewater Park to incorporate the developed area between the Skagit River and the present dike continuing to Young's Bar. This will essentially create a new entry to West Mount Vernon and will provide direct access to the river (see sketch on previous page).

(b) Develop higher intensity of future uses including hotel, restaurant, entertainment and offices on the upper floors above current retail uses, complementing and linked to the downtown by improved vehicular and pedestrian access.

(c) Infill and intensify community commercial facilities along West Division Street with upper story offices and residential uses where appropriate. Additional off-street parking would be provided, probably through joint efforts of owners and merchants. Pedestrian amenities would be enhanced with improved connections to the adjacent residential areas. Small vest-pocket parks along the street could be developed to serve the pedestrian. The triangle at Curtis Street and Memorial Highway could be landscaped to define that end of the street to create an entry to this activity center of West Mount Vernon.

(c-1) Develop neighborhood mixed use centers to serve the new residential development and increasing population within West Mount Vernon. One potential location is at the west end of the existing commercial street in conjunction with new streets to link it to the adjacent residential areas.

(c-2) Allow retention of the existing limited commercial use along McLean Road. It should be linked to future commercial and industrial uses to the north by a collector street.

(d) Encourage infill housing in the residential areas to the north and south of West Division Street allowing limited, more intense residential uses adjacent to Edgewater Park. Provide opportunities for relocation of residents from the park expansion areas.

(e) Encourage new single family housing in the agricultural area to the north and expand adjacent residential uses as public facilities and services are available. Provide a neighborhood park facility in this area.

(f) Encourage the McLean Road corridor to infill with complementary residential uses on the north side. Allow bed and breakfast inns and small handicraft uses in the substantial older homes in this area. Provide public park facilities in areas with higher concentrations of residential uses. Retain the agricultural character and use of the south side of the street.

(g) Efforts should be made to minimize the fragmentation of existing, large parcels along Memorial Highway. The objective is to hold them to the greatest extent possible for development of future commercial and light industrial uses requiring larger land area. Develop regulations, incentives and programs which will allow the retention of existing agricultural uses in an economically feasible manner until substantial new commercial facilities are proposed to be built.

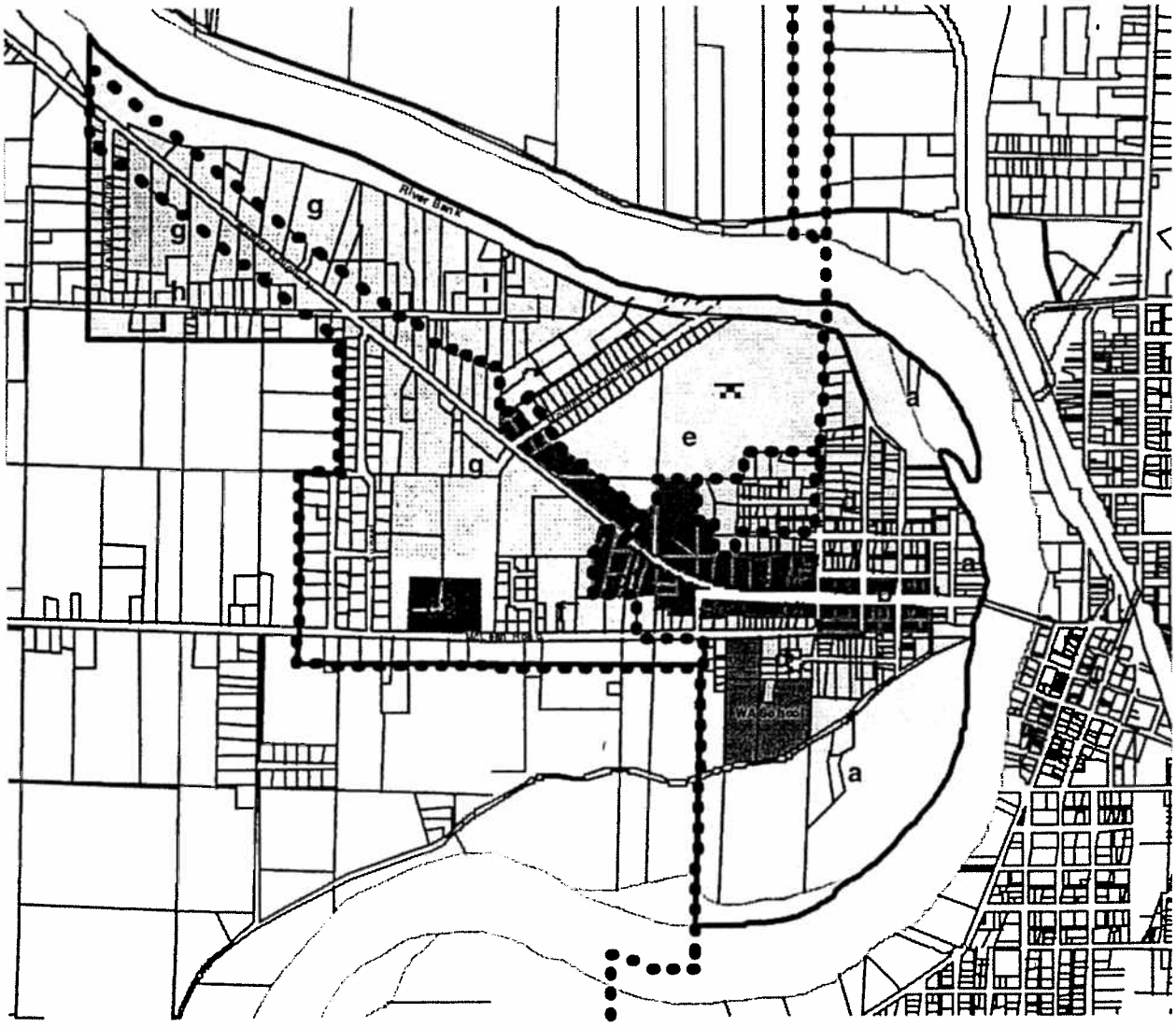
The City should work with Skagit County and the State Department of Transportation to develop detailed transportation plans which will make provision for future street improvements to serve new development while maintaining the function of Memorial Highway as a Primary Arterial.

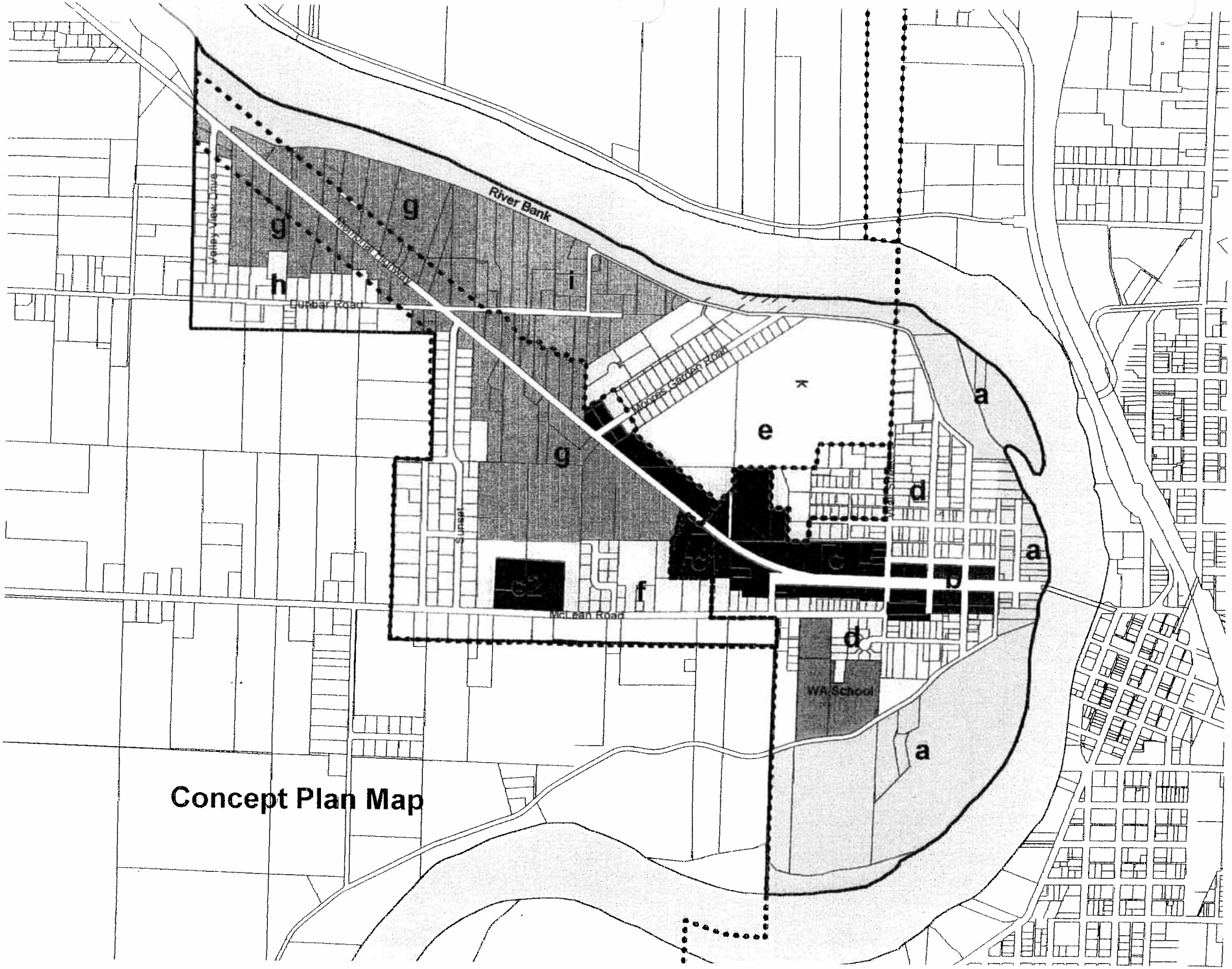
Develop future street connections between Memorial Highway and McLean Road west of Washington School which will stay out of the residential neighborhood to not only serve existing and future commercial uses but also encourage commercial related traffic around and east of the school .

(h) Encourage the preservation of residential uses already developed within the area. Where possible, link them with streets and paths to other residential uses to create viable neighborhoods and provide public services such as drainage, street improvements and neighborhood parks.

(i) Maintain the variety of uses, keeping agricultural uses as well as scattered residential and commercial uses which is outside the currently defined Urban Growth Area (UGA). It presently does not have good internal street access. It is logical that in the future this area be split between residential and commercial uses. Where this split would occur will depend on the timing of development and the future street network.

Concept Plan Map





Concept Plan Map

FUTURE TRANSPORTATION NETWORK

Vehicular Circulation

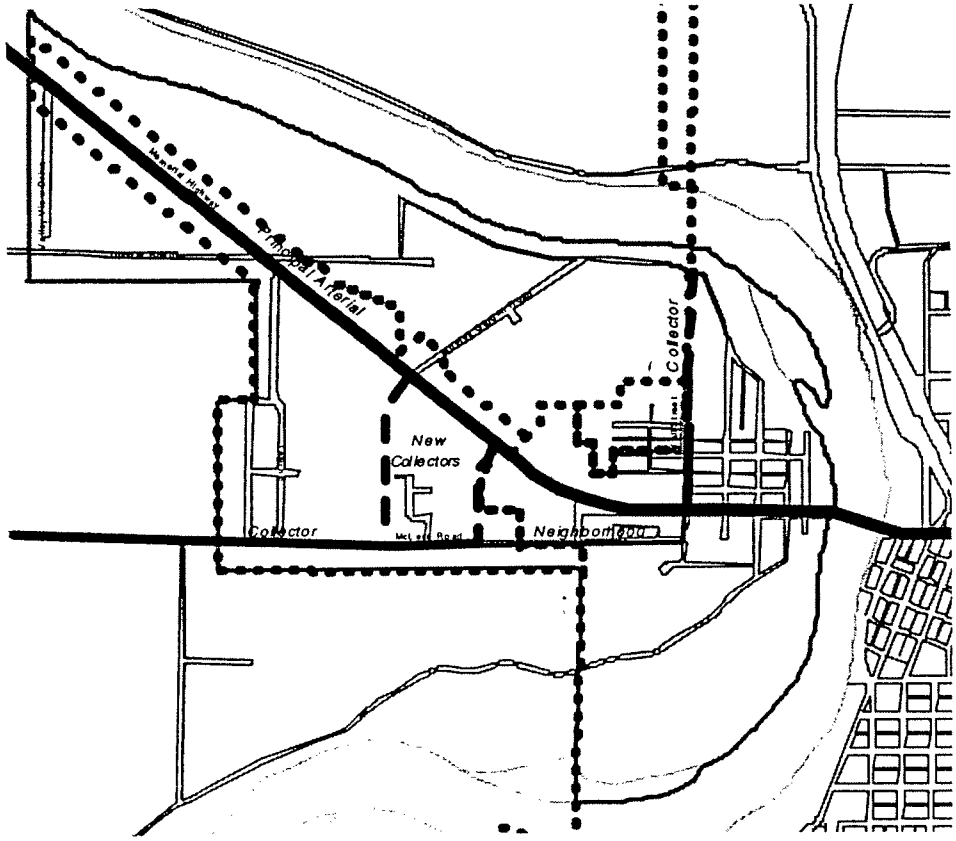
The City's Transportation Plan builds on the current network including the bridge across the Skagit River from downtown connecting to West Division Street and Memorial Highway as a Principal Arterial, Wall Street as a Collector Street and McLean Road as a Collector Street, with provisions to reduce it to a Neighborhood Street adjacent to Washington School. Other streets serving this area which will likely take on increased importance as development occurs are: Sunset Lane, Dunbar Road and Moores Garden Road. Two new street connections between Memorial Highway and McLean Road are proposed west of the expanded, more intense commercial activity toward the bridge: one would be designated a Collector Street and connect to Moores Garden Road.

Bike and Pedestrian Paths

It is proposed that a pedestrian/bike path will connect from Washington Elementary School to Edgewater Park then through the floodway or along the dike to Young's Bar. This should logically connect to the City-wide bike/ pedestrian path system with increased emphasis placed on a pedestrian and bike connection across the Skagit River to downtown Mount Vernon.

A design to increase the pedestrian amenities within the West Mount Vernon central shopping area and to accommodate additional parking should be prepared. This should include improved, landscaped pedestrian crosswalks. This system should not only tie into the river path but also to downtown across the bridge. Improved ties to the residential area should also be made as sidewalk and other improvements are made.

Map of Transportation Plan



PARKS AND OPEN SPACE

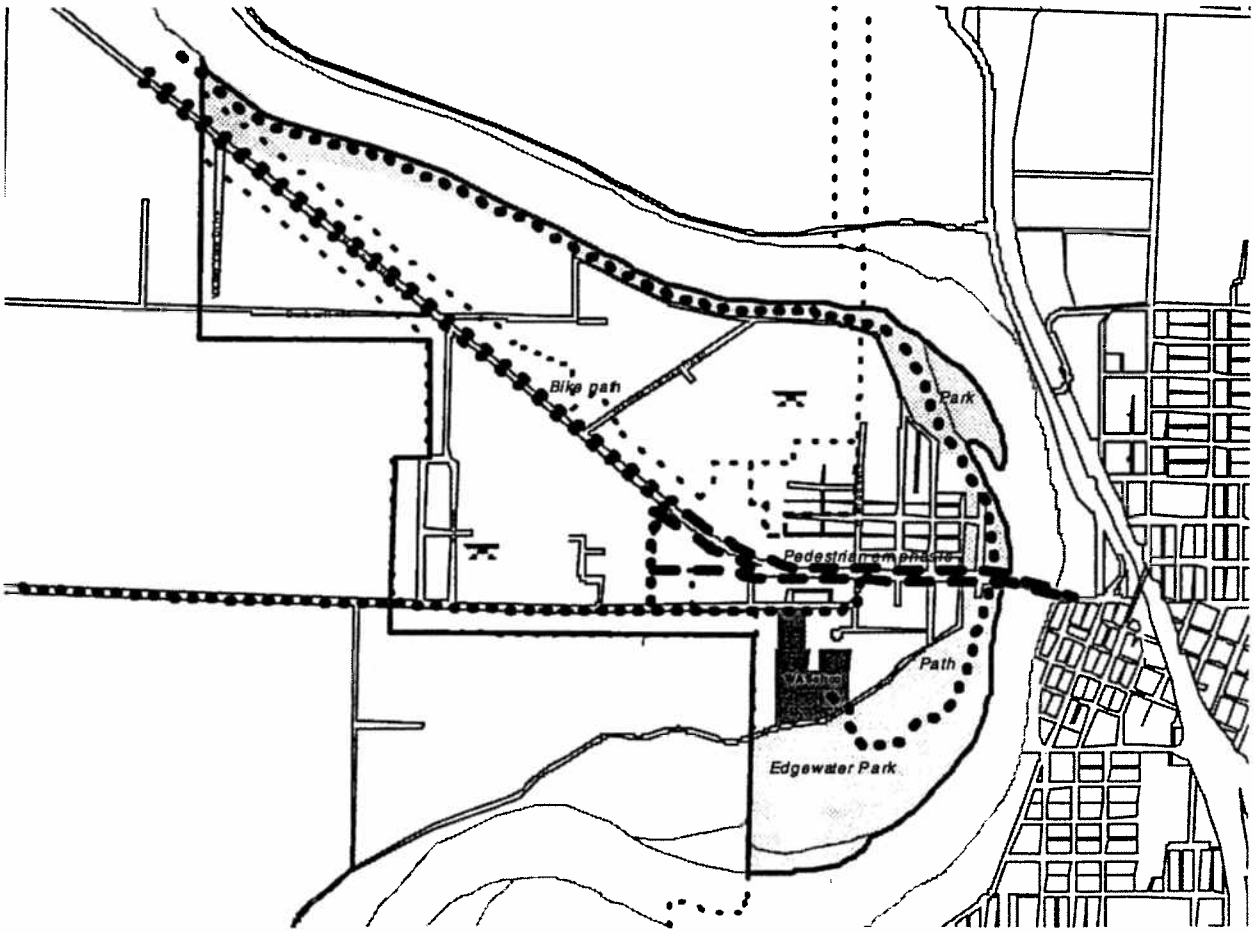
This area of the City is well served by Community Park facilities with Edgewater Park and the expansion along the Skagit River to Young's Bar which essentially serves as open space. In addition, there are playground facilities available at Washington Elementary School and the recently opened recreation center in the old fire station on Barker Street.

As increased residential development occurs over time, it will be important to make provision for neighborhood parks to serve these areas. Based on the estimate of future population, this area will require at least two neighborhood parks, one to the north and one to the south of Memorial Highway. Small vest-pocket parks should be developed along West Division Street for shoppers.

The provision of a bike / pedestrian bike system linking Edgewater Park and Washington School not only to the County facilities on McLean Road but also to the City-wide system and across the bridge to downtown Mount Vernon will be essential.

This may also connect to potential paths on the dikes adjacent to the Skagit River.

Map of Parks and Open Spaces



DETAILED RECOMMENDATIONS

These preliminary recommendations relate primarily to the current commercial area starting immediately west of the Skagit River bridge from downtown Mount Vernon and extending to its western terminus where West Division Street curves to the northwest.

Maintain the character of the street but increase the tie across the river to downtown:

- Develop mixed use commercial with motel, hotel or residential uses on upper floors taking advantage of the view across the river toward downtown (1).
- Add pedestrian and bike pathways to the bridge to facilitate increased pedestrian movement between West Mount Vernon and downtown (2).
- Improve the pedestrian amenities adjacent to the shopping uses along the street including vest-pocket parks and landscaped crosswalks (3) .

Commercial Activity Center

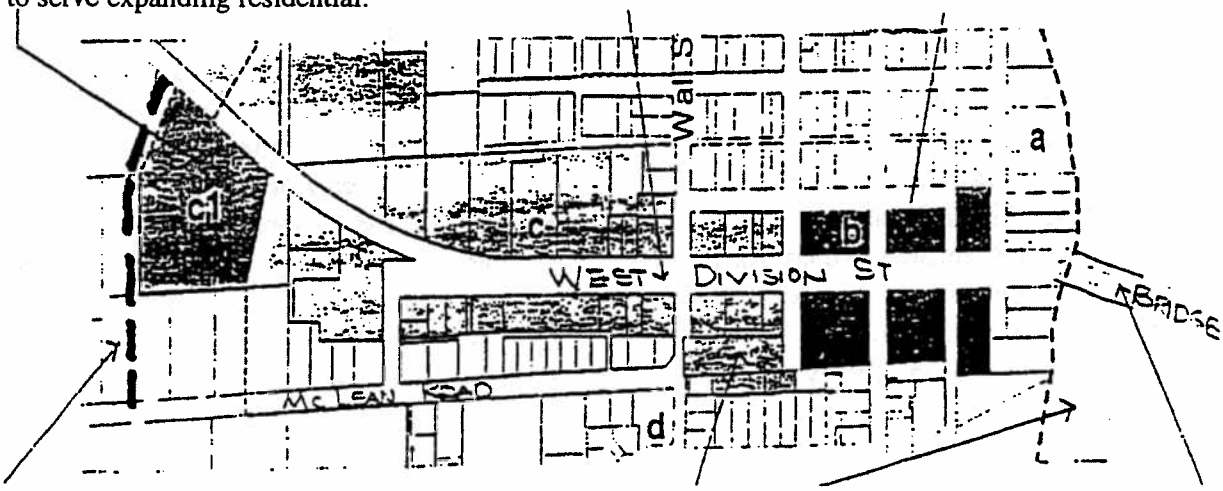
- Develop a coordinated overall parking plan for the area, particularly as the intensity of use increases (4).
- Develop additional retail shopping facilities, possibly at the west end of the shopping street as adjacent residential population increases (5).
- Expand Edgewater Park to include the developed area in the floodway extending to and including Young's Bar (6).
- Provide boating, camping, and related recreation activities, allowing it to be the City's major recreational access point to the Skagit River.
- Integrate the bike/pedestrian path system in the expanded Edgewater Park with the facilities in Skagit County and those planned for the City-wide system and across the Skagit River bridge.

Commercial Activity Center

3. Improve pedestrian amenities - sidewalks, benches, trees, etc.

5. Develop neighborhood type retail facilities to serve expanding residential.

1. Potential for motel, hotel and residential uses on upper floors.



7. Develop Collector Street Connection- McLean Road to Memorial Highway

4. Develop coordinated parking plan.

2. Add pedestrian and bike paths to Division Street Bridge.

6. Expand Edgewater Park in floodway to Young's Bar.

INTRODUCTION

Revise text and mapping to add an area plan for South Mount Vernon based on the recommendation of the Overall Economic Development Plan (OEDP).

E. SOUTH MOUNT VERNON PLANNING AREA

The South Mount Vernon Planning Area (SMVPA) is a commercial and limited industrial area located generally south of Blackburn Road to Hickox Road and adjacent to the east and west sides of Interstate 5. The area provides significant opportunities for future commercial and limited industrial growth and represents the number one priority planning area of the OEDP.

For purposes of this planning effort, a planning study area was established, shown on the following map, which also identifies the City limits and Urban Growth Area (UGA) adopted by Skagit County. It generally encompasses the following area:

- South of Blackburn Road
- East of the Burlington Northern Railroad right-of-way and public uses located south of Blackburn Road
- West of Blodgett Road following generally the existing drainage course separating the commercial and residentially zoned areas
- North of I-5 and Hickox Road interchange

Existing Conditions:
The following summarizes the existing land uses, transportation, and environmental features within and adjacent to the SMVPA.

Existing Land Use:
Existing land uses in the SMVPA consist mainly of commercial and industrial uses developed under Skagit County's Commercial-Limited Industrial District. Two Mobile Home Parks are currently located north of Anderson Road and east of Old Highway 99. Scattered parcels utilized for interim agricultural purposes are being converted to commercial and industrial purposes as utility services are upgraded and to meet their needs.

Land uses adjacent to the SMVPA consist of agricultural uses to the south and west located outside of the UGA. Residential uses are located east of the SMVPA and within the UGA. Land uses located north of Blackburn Road and located in the City limits consist of commercial/limited industrial, residential and park and open space uses.

Existing Transportation Facilities:
The transportation facilities serving the SMVPA consist of the following:

- Interstate 5 with interchanges at Hickox and Anderson Roads
- Henson and Cedardale frontage roads paralleling I-5
- Old Highway 99 located along the west side of the SMVPA
- Blackburn, Anderson, and Hickox Roads providing east/west access within the SMVPA

Existing Environmental Conditions:
The SMVPA, with the exception of areas lying generally north of Anderson Road, is subject to flooding and is located in the 100 year flood zone identified by the Federal Emergency Management Agency. Zone A-O with a depth of flooding of three feet and

a velocity of five FPS covers a majority of this area. Other zones include B.

Potential wetland areas have been identified along the east side of the SMVPA in addition to one isolated area located at the southwest comer of Blackburn Road and Old Highway 99.

The Maddox Creek drainage begins at the northeast comer of the SMVPA in the vicinity of Anderson and Blodgett Roads. The drainage extends south and crosses I-5 at the intersection of Cedardale Road and Sickelsteel Lane. Thereafter, the drainage continues south approximately 600 feet west of I-5 to Hickox Road and continues west to Old Highway 99. The drainage then continues south along Old Highway 99 extending south of Hickox Road and out of the SMVPA and UGA.

Plan and Design:
The potential for South Mount Vernon was identified in the OEDP's Commercial Activity Goal which stressed the importance of positioning South Mount Vernon in for future business center development with the objective of planning for future retail, industrial, and business/office parcel development consistent with development and environmental requirements.

Future Land Use Plan Concept:
The plan diagram illustrates the concept for the development of South Mount Vernon consistent with recommendations of the OEDP. Land uses including commercial and limited industrial uses for the SMVPA have been identified to implement its goals of the OEDP under the commercial/limited industrial zone (C-L), the intent of which is to "implement the goals and objectives of the City's Overall Economic Development Plan (OEDP) by promoting the development of retail, limited industrial/manufacturing, and business office park developments concurrent with the expansion of urban public facilities and services and in consideration of the community's development standards, objectives, and environmental requirements."

Future Public Facilities and Services:
Utility services to the SMVPA involved a coordinated effort by all providers to insure service levels meeting urban standards would be available for all land uses provided for in the C-L zoning district.

In response to the identified needs, the City has developed a sewer extension plan for the area which will be constructed in three phases beginning in 1998 (Exhibit A). Water service to the area, as shown on Exhibit B, will involve upgrading and extension of the current system to meet the demands of the respective land uses and urban development standards established by the City.

In 1993, a fiber optic cable was installed along the west side of the SMVPA within the Burlington Northern Railroad right-of-way. The cable provides a telecommunications link between Seattle and Vancouver, B.C. for long distance carriers and information-oriented users.

Installation of the fiber optic cable promotes and enhances the ability of the SMVPA to support and service a variety of land uses with specific needs for long distance telecommunications and access to information systems.

The remaining services involving gas, power, and telephone were found adequate to meet demands and expansion and upgrading of these systems could be accomplished as the need arises.

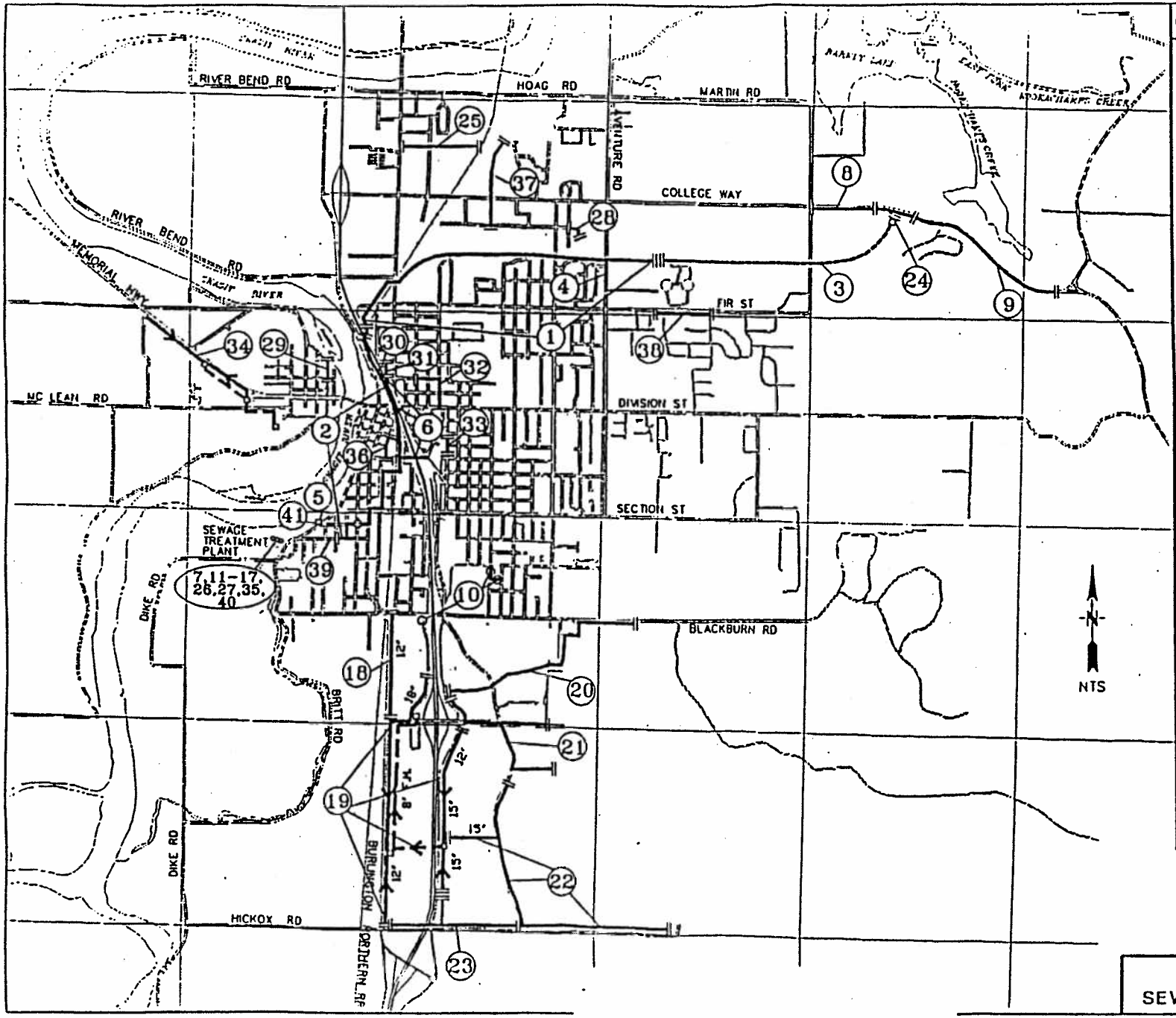
Storm Drainage:
Storm drainage was identified as a major element in the development of the SMVPA. Through the concerted efforts of the City, Skagit County and Drainage District 17, an analysis of the system is under study to identify improvements to the system to accommodate anticipated developments in the drainage basin.

Future Transportation Network:
The City's Transportation Plan builds on the current network involving Old Highway 99, Blackburn, Anderson, Hickox, Henson and Cedardale Roads. Old Highway 99, Anderson Road and the Hickox Road/I-5 overpasses are designated principal arterials, Blackburn Road a minor arterial, and Cedardale and Hickox Roads are designated as collectors. Additional roads anticipated for the area will provide access to the existing street network as larger land parcels are subdivided and developed.

The development of more intense commercial and limited industrial activities in the SMVPA supports the demand for increased ingress and egress routes. In particular, improvements to the Hickox Road/I-5 interchange to provide southbound egress to the SMVPA and northbound access from the SMVPA to I-5. These improvements will eliminate the current transportation deficiency identified in this area.

Detailed Recommendations:
These recommendations relate to the implementation of the goals and objectives of the OEDP and elements of the comprehensive plan within the SMVPA.

- Continue to coordinate the extension and upgrading of urban services to accommodate the identified land uses within the area.
- Participate with Skagit County and Drainage District 13 in the development of an overall drainage plan for the area.
- Support and develop a plan to assist in the expansion of the fiber optics cable system throughout the SMVPA.
- Develop an annexation plan to provide for and facilitate the transition of properties within the SMVPA and UGA into the City limits.
- Coordinate the plans for the area with the Washington State Department of Transportation (WSDOT) to emphasize the need for improvements to Hickox Road/I-5 interchange.
- Improve pedestrian amenities along Blodgett and Anderson Roads and Old Highway 99 as identified in the Transportation Concurrency Plan.



#	PROJECT NAME
1	KULSHAN INTERCEPTOR/TRL W. OF 26TH
2	CENTRAL CSO INTERCEPTOR
3	COLLEGE WAY FM/TRL E. OF 26TH
4	LAVENTURE RD SEWER S OF KULSHAN
5	PARK ST PUMP STATION IMPROVEMENTS
6	I-5 SEWER CROSSING REPAIR
7	WWTP PROCESS DECHLORINATION
8	COLLEGE WAY TRUNK SEWER UPGRADE
9	EAST COLLEGE WAY INTERCEPTOR
10	FLOW MONITORING MANHOLES
11	WWTP PRIMARY CLARIFIER BY-PASS
12	WWTP DISINFECTION SYSTEM UPGRADE
13	WWTP PIPE RESTRICTION REPAIR
14	WASTE ACTIVATED SLUDGE EQ TANK
15	AERATION BASIN MODIFICATION
16	BELT FILTER PRESS ACQUISITION
17	BIOSOLIDS STORAGE FACILITY ROOF
18	STH SERVICE-OLD HWY 99 SEWER REPAIR
19	STH SERVICE-HW99/CEDARDALE RD SEWER
20	STH SERVICE- MADDOX CREEK TRUNK
21	STH SERVICE-ANDERSON RD EAST
22	STH SERVICE-BLODGETT RD EAST
23	STH SERVICE-HICKOX RD
24	PORTABLE PUMP STATION GENERATOR
25	COMMERCIAL ST SEWER CONSTRUCTION
26	WWTP LAND ACQUISITION
27	WWTP SELECTOR CELL
28	KULSHAN CREEK SEWER REPAIR
29	BAKER ST SEWER REPAIR
30	BRICK HILL OVERFLOW STRUCTURE
31	LAWRENCE TO HIGHLAND SEWER REPAIR
32	N 8TH ST SEWER UPGRADE
33	9TH & MONTGOMERY ST SEWER REPAIR
34	WEST MT VERNON SEWER EXTENTION
35	WWTP C3 WATER IMPROVEMENT
36	3RD ST SEWER REPAIR
37	CONTINENTAL PL SEWER CONSTRUCTION
38	FIR ST TRUNK SEWER UPGRADE
39	WWTP INFLOW MODULATING VALVE
40	WWTP CSO UPGRADE
41	PARK ST STATION CSO UPGRADE

LEGEND:

- SYSTEM IMPROVEMENTS
- FORCE MAIN
- PUMP STATION
- MANHOLE

TABLE 1

CITY OF MOUNT VERNON
WASHINGTON

3/3/97

COMPREHENSIVE PLAN
SEWER SYSTEM IMPROVEMENTS

EXHIBIT A

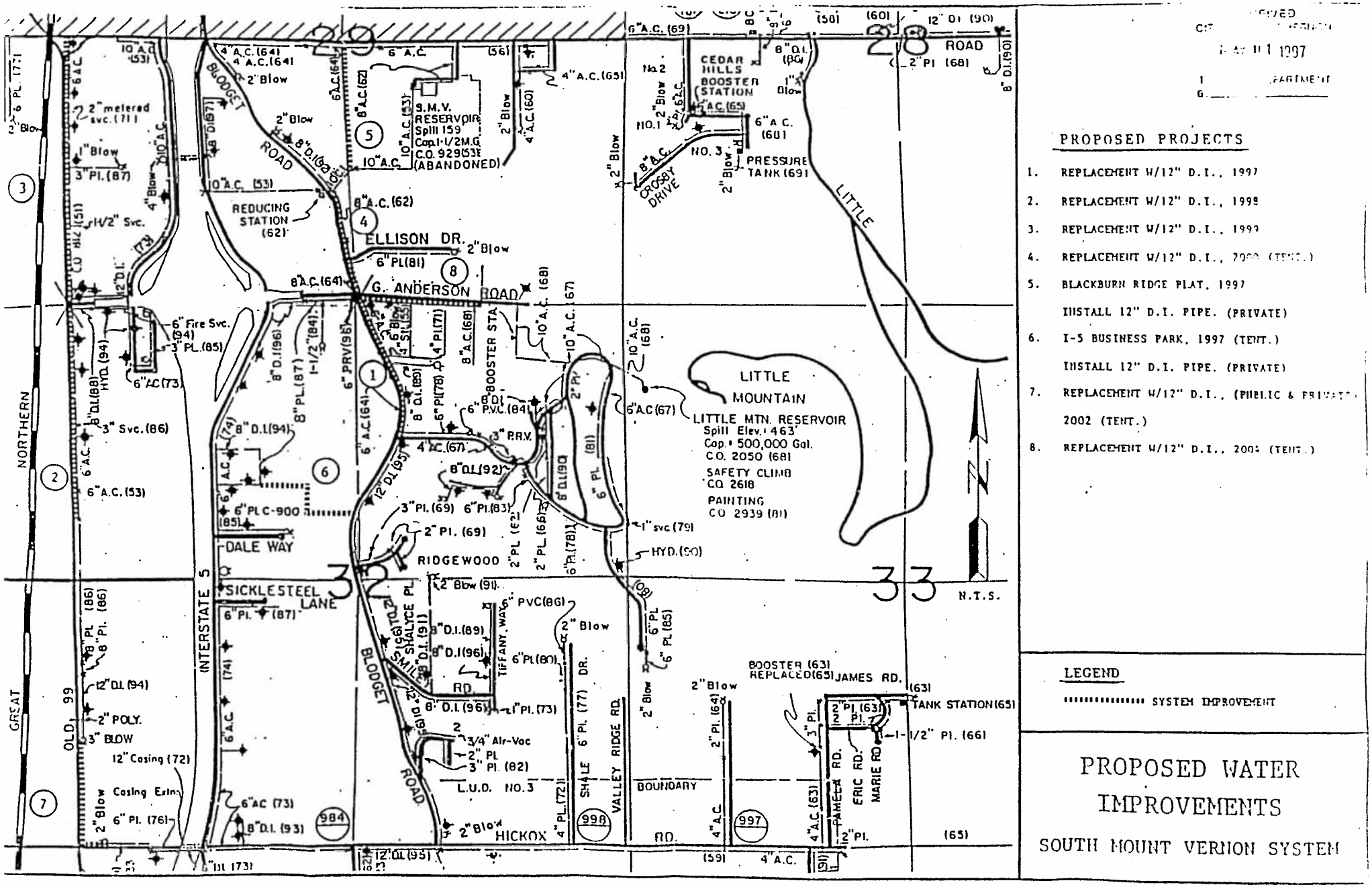

PROPOSED PROJECTS
1. REPLACEMENT W/12" D.I., 1997
2. REPLACEMENT W/12" D.I., 1998
3. REPLACEMENT W/12" D.I., 1999
4. REPLACEMENT W/12" D.I., 2000 (TENT.)
5. BLACKBURN RIDGE PLAT, 1997
INSTALL 12" D.I. PIPE. (PRIVATE)
6. I-5 BUSINESS PARK, 1997 (TENT.)
INSTALL 12" D.I. PIPE. (PRIVATE)
7. REPLACEMENT W/12" D.I., (PUBLIC & PRIVATE)
2002 (TENT.)
8. REPLACEMENT W/12" D.I., 2003 (TENT.)
LEGEND
SYSTEM IMPROVEMENT
PROPOSED WATER IMPROVEMENTS
SOUTH MOUNT VERNON SYSTEM
ELLISON DR.
G. ANDERSON ROAD
RIDGEWOOD
DALE WAY
SICKLESTEEL LANE
HICKOX ROAD
CEDAR HILLS BOOSTER STATION
CROSBY DRIVE
LITTLE MOUNTAIN
LITTLE MTN. RESERVOIR
Spill Elev.= 463'
Cap.= 500,000 Gal.
C.O. 2050 (68)
SAFETY CLIMB
CO 2618
PAINTING
CO 2939 (81)
S.M.V. RESERVOIR
Spill 159
Cap.=1.2M.G.
C.O. 929(53)
(ABANDONED)
REDUCING STATION (62)
BOOSTER STA.
PRESSURE TANK (69)
BOOSTER (63) REPLACED(65)
TANK STATION(65)
JAMES RD.
ERIC RD.
MARIE RD.
PAMELA RD.
VALLEY RIDGE RD.
SHALE 6" PL. (77) DR.
TIFFANY WAY
SMILEY RD.
BLOOGET ROAD
L.U.D. NO.3
BOUNDARY RD.
INTERSTATE 5
NORTHERN
GREAT
OLD 99
LITTLE
ROAD
N.T.S.
33
32

EXHIBIT B

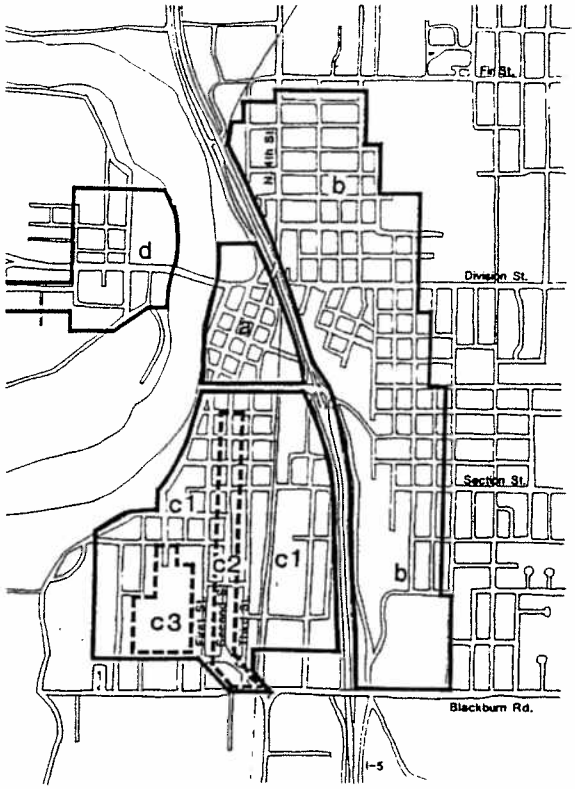
F. HISTORIC/CULTURAL ARCHITECTURAL CONSERVATION DISTRICT(S)

The purpose of a historic/cultural/ architectural conservation district is to recognize and retain buildings, groups of buildings, landmarks, spaces, gardens, and landscaping which represent the history of Mount Vernon, the qualities and initiative of its citizens, and contribute to Mount Vernon's diverse character and unique image. Some work has been done to identify structures within the City's environs (see Appendix). Though these efforts are significant in their recognition of the potential of the area, those interested in historic preservation have not had the money nor time to systematically and thoroughly research the entire City.

The following areas identified by this plan are generalized from available information. A more extensive survey must be conducted before more specific and detailed recommendations are made. These are areas and buildings which stand out based on existing information. It is important that they be recognized by the City and their character preserved. Those buildings meeting historic criteria should be preserved to the extent possible. The areas surrounding the structures and sites should be developed to retain the character of the area.

DESCRIPTION OF THE DISTRICTS

The portions of the City which are most suited for consideration are those which contained the sites of early City development. During these periods of construction, the City was more concentrated, which therefore focused construction on certain streets and in circumscribed areas. It is these areas which are the most evocative and powerful: the original town center (a); The Hill (b); the residential area south of downtown including Old Highway 99 south of the City Center and the fairgrounds site (c); and the Westside (d).



Historic / Cultural Conservation District

The letters relate to the previous map.

Downtown (Lions Park to Broadway Street); (a)

The City Center has buildings representing all eras of construction since 1890. The predominance of construction is from the periods prior to 1930 and after 1960. It is not that there was no construction during the interim period, but many of these structures have been replaced with recent construction or parking lots. The parking lots, although needed, have had an unfortunate impact on the character of the downtown, interrupting the continuity of the street facade.

The Hill b)

Since construction of residences on The Hill began (an exact date is not known, but the first school was constructed in 1891), this has been considered one of the best neighborhoods in the City. The portion of The Hill, which includes homes of this era and quality, run from three to six blocks

deep along the bluff. The three types of sites and buildings which should be considered within the historic district are homes, parks, and schools: the grander old homes of Mount Vernon; parks (Hillcrest, 1938), and classic schools including Roosevelt (1908), High School (1922), and Lincoln (1938).

Downtown Support

(Broadway Street to Blackburn Road)

Residential Areas and Support Service (c-1)

As with The Hill and Westside, the residential area south of Broadway Street has distinctive homes dating from the late 1890's. Several have been identified by historic guides, but this area appears to have many others which have not, such as the homes along South Third Street. The grouping and character of the residences, the street trees, and the axial view of the courthouse all create a special area close to the City Center. Within this area there are other public and commercial buildings which should be reviewed: Cleveland School, churches, and storefronts.

Old Highway 99 South of Kincaid Street (c-2)

The construction of this roadway system in the 1920's initiated building along it. Some of these buildings are the best examples of "strip" commercial buildings. Many of them are run down or are being under utilized. However, they acknowledge the street's history and have the potential to add flamboyance to its character.

Fairgrounds (c-3)

The County Fairgrounds were located and constructed here in 1901. Though the actual fair may be moved, in the event of continued future use, some of the structures located here should be considered for conservation and adaptation as a reminder of the history of this event.

Westside (D)

This part of the City has been settled since at least the 1890s. The sections which are of interest are generally within four blocks of the river and along McLean Road. Though these are not the grand public, commercial, or residential structures of other parts of the City, the guides to architecture of Mount Vernon have recognized the quality of some of the small, single family homes which exist there. Likewise, the commercial buildings along West Division Street are noteworthy.

Isolated Structures (E)

There are other structures located outside of these specific areas which, due to their architecture, history, or community significance, should be preserved and acknowledged. Therefore, the survey should not presume that the areas mentioned above encompass all structures of merit.

PLAN AND DESIGN

Mount Vernon has had a unique ability to maintain and accommodate economic growth without deserting its architectural heritage. Without overt actions, the City may not continue to be so fortunate. Within the following districts there should be additional survey work, and a process of review should be established.

Districts

The previous map identifies the districts within the City which should have a historic overlay designation. Their selection is based on their history, character, and buildings. These districts should be considered an initial step in the process of finalizing the boundaries of these districts. Language needs to be placed in the zoning ordinance which includes the review criteria and decision making process for these districts and buildings.

Preservation Approach

The factors which should be considered in conservation of the buildings and districts area:

- Review of significant new construction to assure compatibility.
- Review of the rehabilitation of existing structures.
- Limitations to external and, possibly, internal changes to features and character.
- Use of the building: is the continuation of the original or present use necessary for the integrity of the building's character?
- Context: what aspects of the surroundings (landscaping, nearby structures, etc.) are crucial to the character of the building? Are there trees, shrubs, etc., which should be preserved? Will changes in the character, scale, and massing of nearby structures affect the structure?

Survey and Identification

This requires identification of and research on the buildings, areas, and landmarks of Mount Vernon. With this study, the City can then determine, based on individual buildings and groupings, more precisely where the districts should be located. The basis for this should be the significance of an individual building, due to its architectural significance and/or role in history or citizen initiative. Groupings should be identified when their interrelationship is the prominent characteristic (i.e., homes on South 3rd Street); or districts where there is a high concentration of notable buildings (i.e., downtown or The Hill).

G. Interstate 5 Corridor and City Entry System

This section includes two major sections: the first deals with Interstate 5 and the second with the City entry system.

Interstate 5

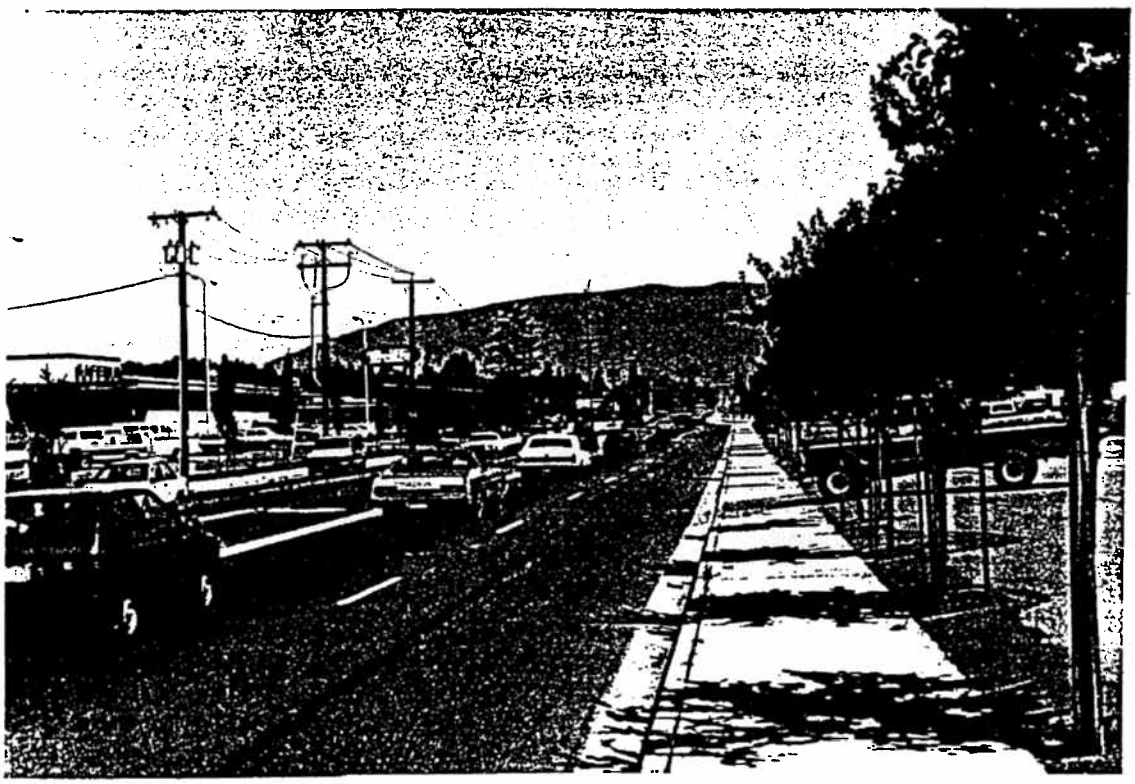
Interstate 5 is the principal component of the regional transportation network connecting Mount Vernon to Seattle, Vancouver, B.C., and points beyond. The result of this is manifold: people from all over the region being brought to and moving through the City, residents using it for circulation, and an overpowering physical element slicing through the City. Although there are negative impacts of a roadway of the size and nature of Interstate 5, it has positive potential. It affords the opportunity to introduce Mount Vernon to people coming to or passing through the City; establish and reinforce citizens' image of their City; and clarify comprehension of the structure and organization of the City.

There are certain characteristics of Mount Vernon which create its personality: the Skagit River; surrounding farmlands: the backdrop of mountains; wooded bluffs within the City limits; a small vital downtown, historic buildings and other older structures; well defined, older residential neighborhoods; and all of these elements and the way in which they interrelate. The nature of the highway's edges alters as one moves through the City. These differences are perceptible from side to side as well as along its length.

Four Sections of Interstate 5

In the Mount Vernon area there are four identifiable sections to Interstate 5 which area discussed in the following:

- Northern approach and entry to Mount Vernon: crossing the river.
- New Mount Vernon: the malls and highway commercial.
- Southern approach and entry to Mount Vernon: farmlands and mountains.



Approach from the North: The River

The most significant event in the approach to or exiting from the north end of the City is the crossing of the Skagit River. To the west, due to the bend in the river, one can only see a short distance. To the east, however, there are two other bridges and a remnant of a third. The river gives a definitive edge to this side of the City, though the nature of land uses of either side of the river do not clearly distinguish Burlington from Mount Vernon.

New Mount Vernon: Malls and Highway Commercial

The stretch of Interstate 5 which passes between the malls and freeway commercial provides several important additions to the image and understanding of Mount Vernon: it broadens the perception of the City as one including extensive commercial development; announces the location and connections to this regional facility; and juxtaposes the commercial areas with the agricultural lands in the bend of the river and Little Mountain as a backdrop encapsulates the setting of the City. However, this is also the least attractive portion of the City and does not reinforce the sense of Mount Vernon as a distinct small town.

At the southern part of this area are a jumble of warehouses, stores, and the City Shops. The shops, in particular, do not present a positive image from Interstate 5.

Original Mount Vernon: Downtown and Residential Areas

This section of the City has a bilateral character due primarily to the steep bluff into whose curve Interstate 5 nestles. The advantage of this is the muting of the highway through this portion of Mount Vernon, though it does reinforce the separation of the two sides of the City.

Westside

Lions Park and other portions of the floodplain occupy the land between the freeway commercial uses and downtown. The park marks an open space and the proximity of the river. This provides a welcome intrusion of the natural environment strikingly close to the most urban portion of the City which sits at the south end of the park. This is all visible from Interstate 5, as well as, for southbound traffic, the Division Street Bridge across the river and the viaduct connecting downtown to The Hill.

The view through the park to downtown provides an introduction, and therefore an entry, into the center of the City. The former warehouses here, north of Division Street, have been converted to other commercial uses and thus have a certain vitality, but this energy is primarily internal. The large parking lots which surround them detract from the scene.

The character of the remainder of downtown along Interstate 5 is of buildings with their backs turned, warehouses and other buildings which are not particularly memorable, or old interesting structures, such as the granary. The interstate location mirrored the path of the railroad, and their proximity has created a band of under-utilized, lifeless land on the edge of downtown.

The residential section on the south end of Kincaid Street suffers from its proximity to the noise and fumes of Interstate 5. A few trees and shrubs currently line Interstate 5 but do not fully buffer the homes. The impact of the railroad is also in this area with the severing of the neighborhood's ties by the tracks and the warehouses. The warehouses are also the background of the homes against Interstate. Approaching from the south, this area makes it more difficult to anticipate or introduce downtown.

East Side

The east side of this portion of Mount Vernon is significantly less noticeable than the west. For the most part, Interstate 5 runs along the topographic edge. In the northern section between Fir Street and the viaduct, the Interstate deck is at the same level as the top of the ridge, making the homes there more visible. That the homes and automobiles look eye to eye detracts more from the neighborhood than it offers to the driver's perception of the City.

South of the viaduct the residential use continues, but the Interstate is at the base of the heavily vegetated bluff which provides a

fortunate buffer to the houses above. Few of the homes are visible, except at the Kincaid Street exit, and the only landmark is the First Baptist Church placed at the top of the viaduct. Thus, the green edge virtually masks the residential activities in that portion of the City.

The other element which identifies this portion of the Interstate 5 corridor is the older concrete bridges angling up over the Interstate to connect downtown and the Hill. One crosses at Blackburn Road the other at the north end of downtown. They are one type of entrance marker for this portion of the City.

Approach from the South: Transition

The essence of this approach or exit is the transition from rural to urban. As one passes under the Blackburn Road viaduct, changes in the landscape are apparent. The steep bank which Interstate 5 has hugged while passing through Mount Vernon swings away, opening up the vista. This view contrasts the land uses and the intimate, fine grained quality of the older portions of the City. Between Blackburn and Anderson Roads, the adjacent roads are lined with a few homes and farm equipment stores, marking the passage from City to County. South of Anderson Road, the basis of the countryside is one of farmlands stretching evenly to the west, and to the east extending to the small residential developments and forests on the foothills. The curving of Interstate 5 at Hickox Road concludes the movement through the environs of Mount Vernon.

Northbound, this section of the Interstate 5 corridor is a powerful experience of transition. As one moves through the curve of the Hickox Road interchange, Little Mountain is the first noticeable landmark—an appropriate introduction to the City.

Plan and Design

The most common reaction to a highway of the size and nature of Interstate 5 is to protect the City from it. But this will not meet the other goals of introducing and elucidating the City. The inherent conflict in designing this corridor is how to buffer the residential neighborhoods while presenting notable urban features.

Northern and Southern Approaches

The essential action here is the conservation of the natural edges which distinguish the surrounding areas from the urban ones.

- Preserve the three bridges crossing the Skagit River at the north edge of town.
- Contain the spread of residential development and farm equipment businesses south of the City. Maintain a buffer between commercial uses and the interstate—preferably fields and agricultural in feeling.
- Preserve forests and mountain backdrop to the east of Interstate 5.
- Reinforce the edges of the City (Blackburn Road and Interstate 5, Skagit River Bridge) with some type of entry marker.

Original Mount Vernon

This section of Interstate 5 has the greatest potential for creating the urban image of the City, reinforcing it as the oldest and most dense portion of town with the government and commercial centers.

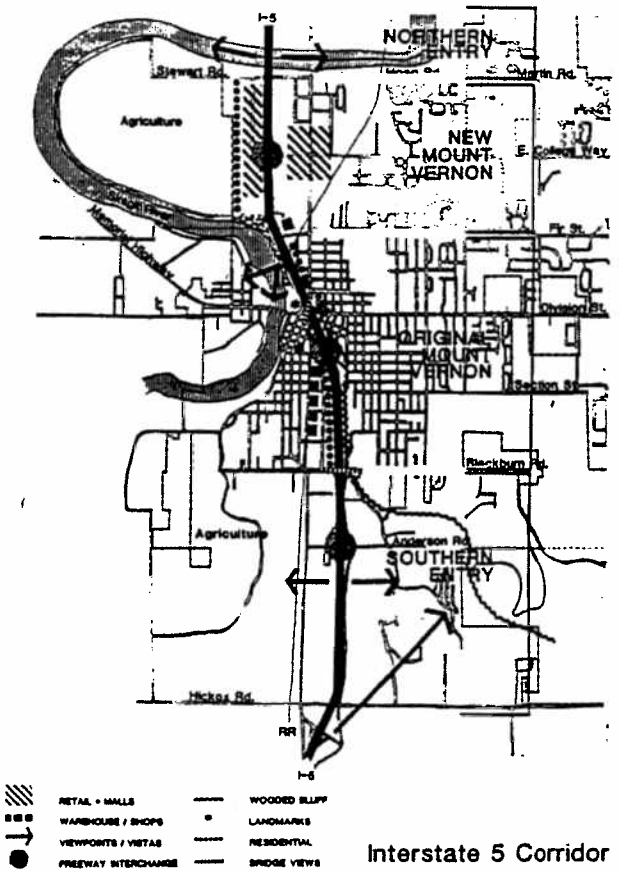
- Preserve and enhance the green bluff on the eastern side of the Interstate.
- Preserve and enhance the concrete bridge and viaduct at Blackburn Road and South 2nd Street. They frame this section of the City and are unique elements in the experience of Mount Vernon.
- Restore the historic lights on the viaduct to emphasize their presence along the Interstate 5 and between downtown and The Hill neighborhoods.
- Mark the exit at Kincaid Street: place some type of vertical identifiers here; use signage which more clearly identifies this as the City Center and exit for downtown and the hospital, both on the Interstate and at the end of the exit ramps.
- Buffer the residential areas to the west of the Interstate but provide selected views to residences or buildings.
- Rehabilitate the downtown edge of the Interstate: landscape, renovate selected buildings, create new uses, etc.
- Create or enhance views of significant buildings within the City such as the grain

tower, County Courthouse, Scott's Bookstore and First Baptist Church.

- Focus the driver's attention on the Division Street Bridge and Lions Park.
- Buffer the homes to the east of the Interstate which are at the same level as the road while preserving their views to the west.
- Heighten the view for southbound traffic of the river and bridge by upgrading the bridge with such things as fanciful lights and banners.

Malls and Freeway Commercial

- Recognize this as a major commercial area.
- Preserve the views of the farmlands to the west.
- Work with the malls to establish more legible elements such as landscaping, signs and entrances.
- Mark intersection of College Way and Interstate 5 (east side of Interstate 5) with vertical elements which identify it as another entry/edge of the City.
- Buffer storage yards (i.e., City Shops) from the Interstate.



Interstate 5 Corridor

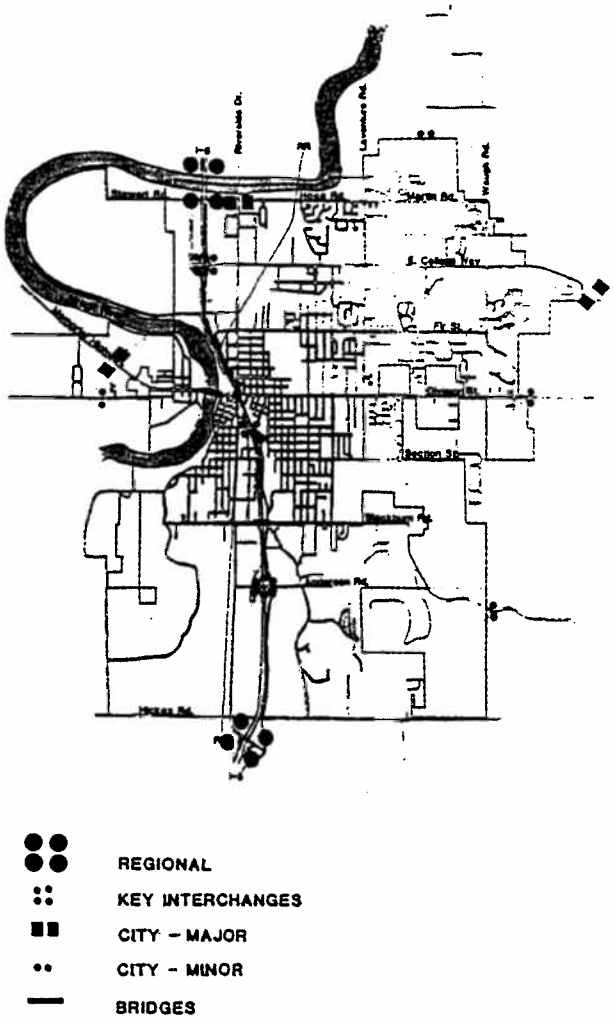
ENTRANCES TO THE CITY OF MOUNT VERNON

The entrances from and experience of the Interstate 5 corridor cannot be divorced from the general entry system of the City. The entrances along the Interstate serve the widest range of travelers, whether local or otherwise. The other roads leading to Mount Vernon service a more local, and therefore knowledgeable, group, though this series of entries still will impact their image of the City.

There is a three tiered organization of entry points: those which mark entry into the environs of Mount Vernon, thus are more regional in nature; those which acknowledge the boundaries of the City; and those which indicate entry into a special section of the City.

A system of entry markers and signs reflecting this hierarchy should be developed. It should include:

- Regional: The regional entry points are located on Interstate 5 at Hickox Road and the Skagit River.
- City Edges: Those entry points marking the City boundaries fall into two groups based on the level of traffic. The more heavily traveled roads are College Way (west), Riverside Drive (north), and Memorial Highway (east). The less frequently used roadways are Division Street (east), Little Mountain Road (south), LaVenture Road (north), and McLean Road (west).
- Special Districts: The special areas whose edges should be noted are downtown, The Hill, and the Malls/College Way corridor.



Entry Systems

H. Healthcare Development Subarea Plan

Location/History

The Healthcare Development Sub-Area ("Sub-Area") is a portion of the City where residential development expanded from Mount Vernon's original city center. Today it is typified by residences constructed in the 1940's, residences converted to professional offices, clinics constructed where residences once existed, and Skagit Valley Hospital. The area is located within that area generally identified in the Comprehensive Plan as the "South of Division Street to Section Street" portion of the "North 4th Street/Hill/Division Street Planning Area." The Sub-Area is defined generally by East Broadway to the south, Fifteenth Street to the east, Eleventh Street to the west (excluding the Viewmont Condominiums), and Division Street to the north, from South Eleventh Street to South Fifteenth Street.

Adjacent Land Uses

The areas adjacent to the Sub-Area are characterized by three activities: residential uses to the west, east, and south; professional offices to the north, south and west and public uses (private and public schools) to the north.

The areas north of Division Street and on the west side of Thirteenth Street include some residences that have been rezoned to allow professional office uses. The uses consist of medical supply stores, a pharmacy, and medical clinics under the Professional Office zoning and Comprehensive Plan. Also to the north are located two public school uses, consisting of the Mount Vernon High School campus and Immaculate Conception Regional School.

The areas to the south, east, and west include primarily medium-income residences on larger lots. With the exception of Kincaid Street, these homes are characterized by larger street building setbacks. Health care clinics are situated on the south side of Kincaid Street.

Evolution of Healthcare Development in the Subarea

The predominant influence in the Sub-Area is Skagit Valley Hospital, owned and operated by Public Hospital District No. 1. The hospital is the largest inpatient general hospital in Skagit County and serves a regional, five-county area. The hospital is currently licensed by the state of Washington for 137 inpatient beds.

The hospital provides an increasing number of services on an outpatient basis. Outpatient services are of vital importance to the hospital's continuing financial viability as they provide support for the inpatient services and are required by insurers and federal and state reimbursement programs. Further, changes in health care require the location of physicians and other health care support services in close proximity to the hospital and the formation of business relationships between the hospital and physicians and other health care providers. The continued ability of the hospital to provide inpatient services requires that it provide both a wide array of outpatient services and the formation of close relationships with physicians and other health care providers.

To facilitate the delivery of outpatient services and the development of close relationships with health care providers, it is necessary that inpatient hospital facilities make adequate provisions for medical office buildings, clinic space and safe, efficient inpatient buildings. This requires hospitals

to develop in a campus-like fashion where the various inpatient and outpatient services can be offered in an efficient manner so that physicians and other health care providers may effectively and efficiently deliver services to patients. It is therefore imperative that the hospital, as an essential public facility, has adequate room to develop both inpatient and outpatient facilities in close proximity and with physician participation.

As a result of these factors, the area in the immediate vicinity of Skagit Valley Hospital is already somewhat typified by health care related uses. Based on projected health care needs of the community served by the hospital, it will be necessary to plan for coordinated hospital development of both inpatient and outpatient facilities in the area, as well as facilities to house physicians, other health care related providers and needed support services.

Projected Healthcare Needs

The health care needs of Skagit County are great and will substantially increase. The county's population is growing and aging. From 1980 to 1995 Skagit County's population grew 45 percent. It will grow another 50 percent by 2020. The number of people aged 65-plus will almost double by 2020.

Skagit County Population Projections/Intermediate Series / 2005 thru 2025

2005	113,136
2010	123,807
2015	135,717
2020	150,449
2025	164,797

Source: Office of Financial Management, Olympia, WA, 2002

Older residents need more health care. For instance, for every one day a person 15- 44 years of age is hospitalized for heart disease, those over the age of 45 utilize 46 hospital days. Thus, as the county population increases and a larger percentage are older, demands on the hospital will increase dramatically.

The following chart shows the projected demand increases for services at Skagit Valley Hospital from now until 2008:

	2004	2005	2006	2007	2008
Inpatient Days	29,539	30,096	30,709	31,326	32,240
Admissions	8,630	8,796	8,973	9,154	9,406
Total Daily Census	81	82	84	86	88
Outpatient Visits/ Cases/Procedures	121,407	125,752	133,859	140,591	147,789

The foregoing shows that in just over four years, demand for inpatient services will increase by almost three thousand patient days, while outpatient growth will increase by nearly twenty-seven thousand visits/cases.

The hospital and the health care providers do not have adequate facilities to meet the dramatic increase in projected outpatient services. To meet both inpatient and outpatient demands, it is essential that the hospital reconstructs its inpatient facility and coordinates the construction of medical office buildings, clinics and related health care service facilities. The inpatient and outpatient facilities and physician offices and other health care support facilities all must be constructed in close proximity to the hospital. Planning documents and development regulations should provide for coordinated, efficient development of health care facilities.

As the number of patients, patient families and employees in the area grows, demands for some light retail, dining and support services will grow. Currently, such services are not adequate to meet current or future demands.

Inadequacy of Existing Hospital Site

Skagit Valley Hospital is located on very small site compared to other hospitals with comparable services and patient volumes. The hospital is located on just two acres, while similar hospitals typically have ten to twelve acres. Yet the hospital is landlocked by existing development that includes residential development. For the hospital to function as an essential public facility over time, existing uses in the Sub-Area will need to give way to the development of health care-related facilities. Because of floodplain restrictions on the location of emergency services and the significant existing investment in health care facilities in the Sub-Area, the Sub-Area is the best, if not only, location for the hospital and related health care facilities.

Economic Benefits of Hospital and Health Care Development

Skagit Valley Hospital is a major employer in the county. Health care provides abundant living wage jobs in the county. The health care sector of the local economy is supported by the presence of hospital facilities. Development of necessary hospital and health care facilities will continue job growth in health care. The following chart shows the predicted increase in hospital employment over a four year period:

	2004	2005	2006	2007	2008
FTE	661.45	679.50	706.24	730.32	757.91
Payroll Expense (with benefits)	$40,590,674	$41,682,601	$43,315,344	$44,779,995	$46,461,592

Active medical staff at the hospital will be about 190 providers. These people are physicians, not employed by the hospital. It is estimated that for every medical doctor in a community, 4.5 – 4.9 support positions are created. Currently there are approximately an additional 855 health care employees. As the hospital grows, so will its medical staff and the number of health care employees. Seventy-three percent (73%) of Skagit Valley Hospital employees live and spend in Skagit County. Economic studies state that every payroll dollar circulates through the local economy 1.47 times resulting in an impact of more than 44 million to the local economy.

Existing Planning

The current Comprehensive Plan does not recognize a Sub-Area or address the location of the hospital as an essential public facility. There is no single zone which adequately addresses the coordinated planning and development needs for the hospital and its associated health care providers. Rather, the zoning regulations address health care facilities in a somewhat fragmented manner, in the P- Public zone, the PO-Professional Office zone and the RO-Residential Office zone. These zones do not allow for the coordinated development by the hospital, its associated providers or for the encouragement of needed *support* services. The Comprehensive Plan should recognize the hospital, its outpatient facilities and those of associated health care providers as an essential public facility as defined in RCW 36.70A.200. This Healthcare Development Sub-Area Plan addresses the needs of the hospital as an essential public facility; the zoning code should provide a single zone to facilitate coordinated hospital development to meet current and future community health care needs and related support service needs.

Existing Circulation

This Sub-Area has several arterials that allow relatively free movement throughout the area. Division Street and Kincaid Street are the primary spines for this circulation. The primary north-south collector is Fifteenth Street. Eleventh, Twelfth, Thirteenth Streets are characterized by some congestion as residential north-south streets due to on-street parking by employees and patrons accessing the clinics, offices and the hospital. Fourteenth Street dead ends at Montgomery and should be vacated to allow for expansion of hospital facilities.

Plan and Design

The boundaries of this Sub-Area are reasonably adequate to provide the land area needed for continued viability of the hospital as an essential public facility. This Sub-Area provides for Skagit Valley Hospital, medical clinics and offices, while integrating needed support facilities. The central component of the Sub-Area should be a

hospital campus containing inpatient and outpatient facilities and adequate facilities for associated health care professionals and other health care support services, all within walking distance of the hospital campus. Site amenities could include pedestrian walkways as necessary within a hospital campus, shared parking between the hospital and associated clinics, and reasonable connections to the neighborhood. Pedestrian and other areas within the hospital campus should be designed to create a functional, efficient and affordable hospital within a healing atmosphere. Parking would be located and landscaped in compliance with regulations applicable to the zone.

The site should be carefully buffered from surrounding residential uses to the extent required by the regulations in the zone. Pedestrian access to within the hospital campus should be maintained. Traffic should not be adversely affected within adjacent existing residential areas. Provision for patient and employee use of mass transit should also be made. Predominant hospital and medical activities should be allowed to grow with demand within this Sub-Area, and support services for families, visitors to and employees of the hospital should be encouraged.

Detailed Sub-Area Objectives

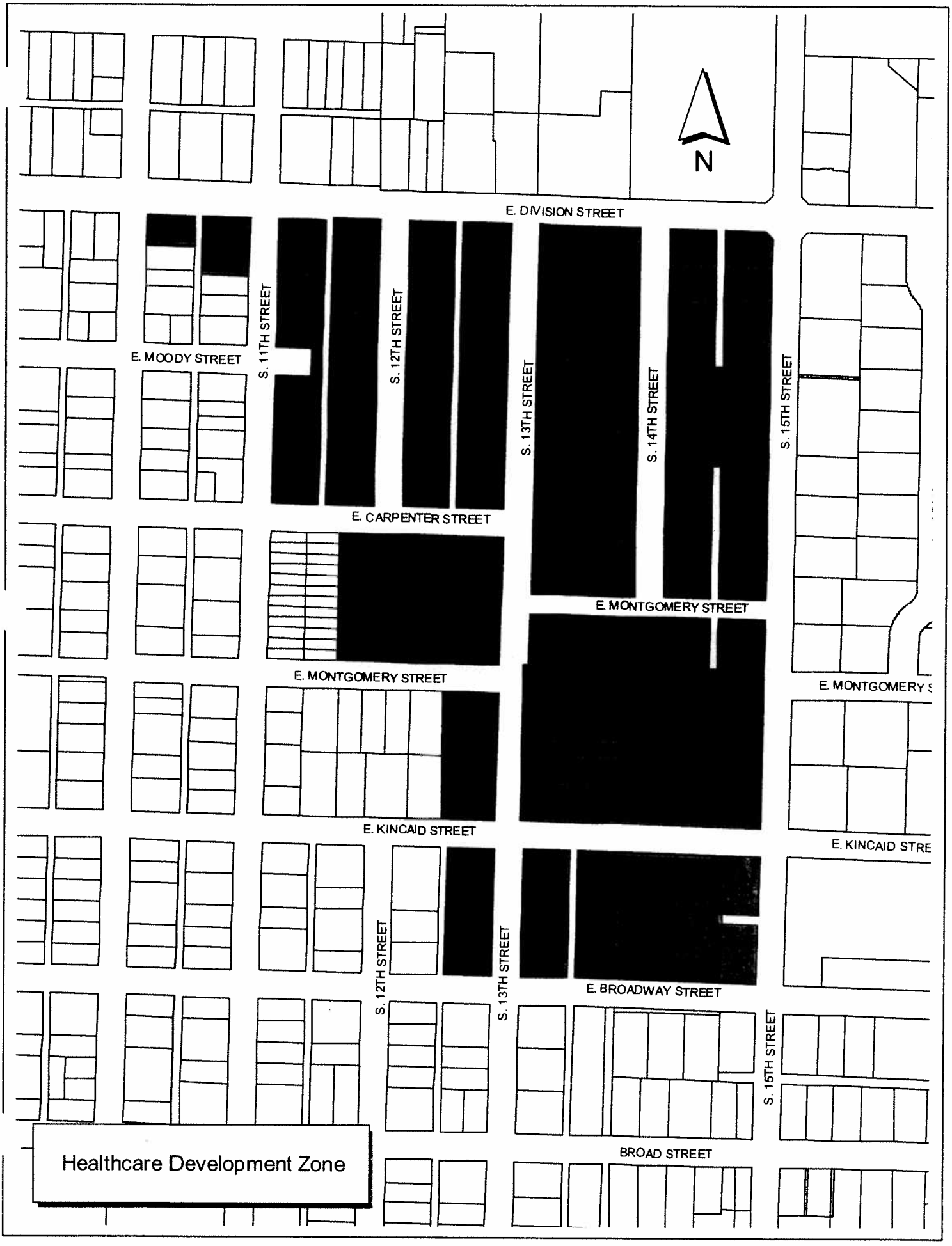
- Facilitate expansion of hospital and other medical facilities:
  - Encourage development of a hospital campus encompassing inpatient and outpatient facilities, medical office buildings and health care support facilities.
  - Hospital may expand to north, south and west of existing location and create a better sense of entry. Hospital may also expand upward to sixty-five feet to make the best available use of a limited footprint.
  - Professional medical offices and clinics should occur within the Sub-Area.
  - Medical uses should be carefully designed to be functional, efficient and affordable while creating a healing atmosphere consistent with the City's development regulations.
  - Hospital campus plan should identify entrance(s) to the hospital.
  - Encourage hospital patron and employee-related dining and retail services and support services and temporary lodging for hospital visitors within the Sub-Area, secondary to health care uses.
  - Encourage consistent, steady growth in the health care sector of the local economy and in health care related employment.

- Maintain circulation system adequacy
  - Maintain pedestrian walkways along exterior streets and encourage pedestrian walkways within the hospital campus.
  - Encourage SKAT to make additional provisions for transit service and to provide shelters in areas of high population or pedestrian traffic
  - Emphasize Eleventh, Thirteenth and Fifteenth Streets between Division and Kincaid Streets to provide access to the hospital and professional offices.
  - Reduce on-street parking on Eleventh Twelfth, Thirteenth and Fifteenth Streets through joint use shared parking between different health care facilities.
  - Allow for the creation of one-way streets and vacated streets to improve vehicular and pedestrian circulation.

- Encourage curb cuts for retail and offices for north-south streets, rather than on Division Street, to ease traffic turning movements and congestion.
- Allow pedestrian connectivity within the Sub-Area that allows connections to the surrounding residential neighborhood and public streets while discouraging employee and visitor parking in residential areas.
- Maintain and strictly enforce low speed limits on the through streets within the Sub-Area to reduce vehicular speeds and to provide pedestrian safety and to reduce noise.Encourage SKAT to create a shuttle system which connects joint use parking, offices, retail, the Sunrise Inn, and the hospital.

- General Considerations
  - Maintain the integrity and livability of the viable, stable residential area east of 15th Street, south of Broad Street, and west of 11th Street.
  - On the streets within the Sub-Area, introduce convenience retail and other supportive services.
  - Concentrate senior services in this area to combine with medical facilities.
  - Provide open spaces consistent with a healing environment and within funding limits as gathering spots and art within the hospital campus.
  - Allow the construction of residential housing that serves as a supportive environment for patients and visitors (i.e. bed & breakfast establishments, group homes such as Ronald McDonald houses, and small motels/hotels).
  - Discourage inconsistent uses.

Encourage Healthcare Development zone-City cooperation to pursue alternative funding for infrastructure within the Sub-Area.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BROAD STREET
Healthcare Development Zone

City of Mount Vernon

Community and Economic Development

Spring/Summer 2001

South 3rd Street Neighborhood Final Action Sub-Area Plan

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I. Introduction

The purpose of a neighborhood action plan is to identify issues that are of concern to the residents of the neighborhood, and to devise strategies for addressing these concerns. This can be accomplished by adding neighborhood specific policies and implementation measures that complement those contained within the City's comprehensive plan. The neighborhood action planning process is intended to protect and enhance livability within specific neighborhoods, as well as to help fulfill the overall community vision and to create a more livable City. More specifically, neighborhood action plans are intended to:

- Educate both City government and neighborhood residents about each other's concerns and visions for the future.
- Promote collaboration between the City and the neighborhood in order to achieve mutual goals and a shared sense of responsibility.
- Create a "sense of place" within the community by identifying and developing the assets within each neighborhood.
- Initiate change, rather than simply reacting to it, by addressing specific issues and opportunities.
- Strengthen neighborhoods.

A. Relationship to the Comprehensive Plan

Generally, the comprehensive plan is designed to provide broad policy direction, which is then implemented through more specific development regulations and capital expenditure programs. Comprehensive plans do not typically address the more immediate needs and concerns of the individual neighborhoods. This is the purpose of a sub-area or neighborhood plan.

Overall, the main intent of the South 3rd Street Neighborhood Action Plan (Action Plan) is to combine neighborhood needs into the City's budget process, Comprehensive Plan, Capital Facilities Maintenance Plan, Traffic Control and Safety Committee, Parks and Recreation Plan, and other planning and funding programs. The general policy statements included in the Action Plan may also be used by the City Council to guide future decisions involving development proposals and plan amendments affecting the neighborhood.

B. Neighborhood Action Planning Process

The South 3rd Street neighborhood participants developed this Action Plan with assistance from the City of Mount Vernon Community and Economic Development Department. In addition, the City coordinated the initial review of this document with the State of Washington Office of Community Development (OCD).

The City held neighborhood workshops on the "Draft" Action Plan on the following dates: September 28, 2000, October 6, 2000, October 12, 2000, October 21, 2000, and November 30, 2000.

For the public meetings, the City mailed out meeting notices in the fall of 2000 to approximately 60 participants within the study area. About 25 of the 60 participants attended the various meetings, and provided valuable and important comments and suggestions. Additionally, the City mailed out copies of the Draft Action Plan to the participants within the study area in April of 2001 to solicit additional comments. Both sets of public comments are attached to this report.

It is anticipated that City departments will utilize the Action Plan as input in developing more specific work programs and in establishing Citywide funding priorities. It is understood that many of the recommendations contained in the Action Plan are conceptual only and may need to be analyzed in greater detail. It should also be emphasized that funding sources may not exist for implementing all of the recommendations identified in the Action Plan. In certain instances, recommendations identified in the Action Plan are intended to be initiated and implemented by the residents of the neighborhood.

C. Overview of the Plan

The Action Plan is separated into four sections. The Neighborhood Outline contains a general description of the current conditions within the neighborhood. The Vision Statement describes the neighborhood's sense of place and vision for the future. The Neighborhood Issues and Goals addresses concerns to the residents of the neighborhood and potential strategies for addressing those concerns. Last of all, the Action Table summarizes the strategies developed in the previous sections along with additional information identifying responsibilities and priorities.

II. Neighborhood Outline

A. Background

As a result of the "Gateway Project", transportation improvements to Kincaid Street near the Skagit County Courthouse have been made to accommodate north-south travel on South 3rd Street. As part of these improvements, new blacktop and sidewalks, landscaping, ornamental light posts, and benches along with other attractive improvements have been installed to further highlight this important entryway into the City. In part due to the "Gateway Improvements", South 3rd Street is now connected to the City's main entryway at the north, making this neighborhood a focal point to downtown Mount Vernon, as well as the City's south entryway (i.e. South 2nd/Blackburn Road).

Accordingly, in the fall of 2000, the City initiated the process of seeking comments from the stakeholders, the citizens of South 3rd Street, to facilitate the community planning process in hopes of building a foundation for the City's first neighborhood sub-area plan. Specifically, the City asked for and received feedback from the neighborhood on the following issues: traffic calming measures, parking, pedestrian improvements, aesthetics and livability, landscaping, street lighting, signage, zoning and land use, and intersection improvements to South 2nd and South 3rd Streets. The purpose of the community planning process for the South 3rd Street Neighborhood Action Plan was twofold. Initially, the objective was to inform and educate the public on the scope and goals of the plan, and to obtain their comments on the strengths, weaknesses, opportunities and threats (SWOT) of the neighborhood. Secondly, the objective was to develop strategies and goals based on the SWOT analysis that would serve to guide future development in this planning area.

B. Study Area

The South 3rd Street-planning area extends from Blackburn Road to the South to the intersection of South 3rd Street and Section Street in the North. Generally, the area takes in properties on both sides of South 3rd Street. To provide a better understanding of the study area, an exhibit is attached to the Preliminary Outline. The neighborhood is comprised predominantly of single-family development, with a few multi-family and commercial uses, and is characterized by well-kept older homes. The homes are for the most part owner-occupied, and the area has a population that includes all age groups. The area further includes mature trees and landscaping, with older curbs and sidewalks. Streetlights are installed only along the west side of South 3rd Street, while the street surface is deteriorating in places with maintenance and repair considered of fundamental importance. Pedestrian crossings exist at the main intersections along the South 3rd Street-planning area.

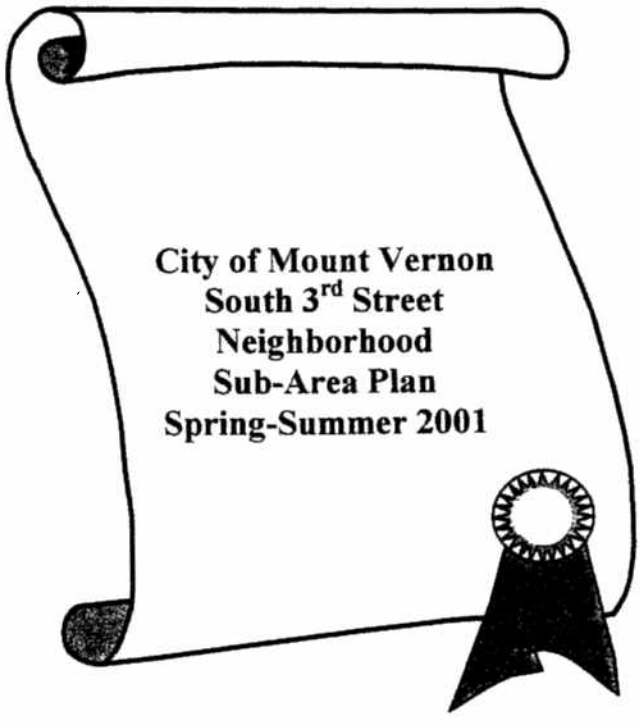
C. Existing Zoning and Comprehensive Plan Designations

The planning area follows the boundaries described above. Presently the area is zoned a mixture of commercial (C-1, C-2), multifamily (R-3,) and residential (R-1, 6.0). The area is further identified under the City's comprehensive plan map as a mixture of residential office (R/O), professional office (P/O) and community retail/mixed use center (CR).

In summary, the R/O district is intended to accommodate office and limited commercial uses which will not be detrimental to the residential environment in older single-family areas which are in transition due to the proximity to such factors as nonresidential uses and high traffic areas. The objective is to preserve those homes of historical or architectural merit, and to retain the residential character of the district. Likewise, the P/O district is intended to provide areas within the community that offer a variety of specialized professional services having non-advertising conservative characteristics. The R/O and P/O designations have been in place since 1989.

Through the neighborhood planning process, character and livability have emerged as two of the most important factors for consideration. Although a majority of the study area is presently zoned for multi-family (i.e., R-3), the predominant use in the neighborhood is single-family residential. As noted in the action steps below, one of the options for consideration is to downzone from R-3 (multi-family residential) to R-1 (single-family residential) for the contiguous tracts of land in the study area. In effect, this would preserve the underlying character of the existing single-family homes in the neighborhood, while at the same time, allow for a mixture of uses. For example, allowing multi-family uses to remain in the outlying areas of the neighborhood.

Additional background on zoning and land use issues are described in the Issues and Goals section of this plan.



III. Vision Statement

The South 3rd Street Neighborhood Action Plan, when implemented, should make the following vision for the neighborhood a reality:

South 3rd Street participants value their well-maintained homes and their time-honored landscaping, which directly leads to the strong character found in the neighborhood. The residents take pride in the history of the neighborhood, and it's location to the goods and services found in downtown Mount Vernon.

The South 3rd Street participants support focusing improvements in the study area to include streets, sidewalks, lighting, zoning and land use, noise, parking, traffic calming measures and circulation, and pedestrian safety. The participants of South 3rd Street further consider the existing character of the neighborhood to be an important asset and one that should be maintained and protected. The neighborhood vision can be realized in part through the implementation of this plan's goals and strategies.

IV. Neighborhood Issues and Goals

This section explores issues that are of concern to the residents of the neighborhood, along with potential "implementation strategies" for dealing with those concerns. The issues, which are stated, are not prioritized in any particular manner.

A. PRESERVATION OF HISTORICAL RESOURCES

Goal 1: Identify, preserve and celebrate the historical resources of the neighborhood.

The South 3rd Street Neighborhood has numerous older well-maintained single-family homes, and mature well maintained trees that enhance the look and feel of the neighborhood. The Neighborhood has expressed an interest in exploring ways to maintain the strong character and quality of these resources and attempting to preserve them.

Recommended Action Steps:

- Work with interested property owners to heighten awareness of the importance of their property, and to enact ways to preserve the important characteristics of the neighborhood.

B. OPEN SPACE, PARKS AND RECREATION:

Goal 1: Identify areas for public open space, and consider methods to increase this resource for the community.

The South 3rd Street Neighborhood does not contain an active recreation area within the study area. The nearest park and recreation space is near the Skagit County Fairgrounds and The Mount Vernon Senior Center. There was discussion of preserving properties located in and around the South 3rd Street Neighborhood for open space and recreation purposes, as they become available.

Recommended Action Steps:

- Consider methods to purchase additional lands for public open space in and near the South 3rd Street Neighborhood, as they become available.

C. LAND USE

Goal 1: Maintain the character and stability of the neighborhood and enhance the safety and security.

The South 3rd Street Neighborhood residents take pride in the single-family residential character of the neighborhood, and their proximity to the downtown area. Based on the strong character and integrity of the neighborhood, the City and the neighborhood have considered the possibility of amending the zoning within the study area to protect and maintain these resources. Presently, approximately 60% of the study area is designated as R-3 (multi-family) zoning which allows the potential for up to 10-12 units per acre. The remaining 40% of the neighborhood is a mixture of C-2 (general commercial), and R-1, 6.0 (single-family residential) zoning. As stated earlier, the comprehensive plan designation for the area is a combination of R/O (residential office) and P/O (professional office). Initially, there was discussion into the possibility of considering the R/O zoning district for the residential and multi-family zones in the study area, with the P/O zoning district only being applied to the areas committed to commercial uses already. However, through the neighborhood planning process, a sizeable number of the surveys showed an interest in considering the single-family residential zoning district (i.e., R-1) for the contiguous blocks of multi-family zoned properties in the study area. Alternatively, a smaller percentage of the surveys also expressed support for amending the existing zoning regulations to restrict the over-concentration of commercial and multi-family uses. Finally, a slight percentage of the surveys recommended leaving the existing zoning unchanged.

Recommended Action Steps:

- Maintain the existing residential character of the neighborhood.
- Organize and implement a South 3rd Street Neighborhood Association (S3NA) made up of interested property owners in the study area.
- Consider legislation, which would prevent the over concentration of multi-family and commercial uses in the neighborhood. Such Legislation could include the following options:

    a. Amend the zoning district to a uniform R-1 (Single Family Residential District). Such an amendment would take in the existing Single Family Residential Areas, as well as the contiguous blocks of Multi-Family (R-3) zoned properties. A multi-family use would still be allowed as a conditional use. This approach would further involve an amendment to the City's comprehensive plan to denote this area as Single Family Residential.
    b. Amend the zoning district regulations to restrict the over concentration of multi-family, and commercial uses in the neighborhood. The underlying zoning in the neighborhood would remain the same; however, additional regulations would apply to the appearance, location, and use of properties.

D. COMMUNITY APPEARANCE

Goal 1: Preserve the desirable and distinctive characteristics of the neighborhood.

The South 3rd Street Neighborhood is proud of the character and appearance of the neighborhood. Most houses are well kept with a diverse mix of mature trees and landscaping. Residents have expressed these factors as strengths for the neighborhood.

Recommended Action Steps:

- Consider opportunities to add street trees to the neighborhood to further enhance the aesthetics of the neighborhood. Wherever possible, consider methods to protect existing trees that have significance to the neighborhood.

- Work toward developing an annual spring clean-up program for the residents of South 3rd Street.

- Develop a program for helping neighbors maintain and enhance the outside appearance of their homes (including landscaping) and provide access programs for home improvement and structural maintenance. In particular, methods should be explored for helping seniors or the infirmed with the upkeep and maintenance of their homes.

- Organize and implement a South 3rd Street Neighborhood Association (S3NA) made up of interested property owners in the study area.

E. PUBLIC FACILITIES AND SERVICES

Goal 1: Repair and/or maintain streets and sidewalks in good condition.

At present, the streets, lighting and sidewalks existing on south 3rd Street need improvements and/or repairs. The residents have noted this as a major issue of concern.

Recommended Action Steps:

- Develop the South 3rd Street corridor for inclusion into the City's Capital Facilities Maintenance Plan to assess the streets, lighting, curbs and sidewalk repairs and improvements.

Goal 2: Improve circulation and pedestrian crossings throughout the neighborhood.

At present there are few if any pedestrian crossings in the neighborhood. The residents would welcome sidewalks and pedestrian safety enhancements to facilitate improved access in and out of the area.

Recommended Action Steps:

- Develop a plan in conjunction with the City's Traffic Safety committee to reduce speeds, and through traffic, and to provide greater pedestrian safety. Evaluate traffic flow throughout the neighborhood and address identified traffic circulation concerns, particularly for Section and South 3rd Streets, and the intersection of South 2nd Street and South 3rd Street.
- Develop intersection improvements to the intersection of South 2nd and South 3rd Streets; consider realignment of the intersection to improve sight distance and pedestrian safety.
- Consider traffic calming measures for South 3rd and Section Street to be consistent with the Neighborhood Collector designation. Such measures could include possibly a 4 way stop at the intersection and installation of planter islands or bulb-outs to restrict commercial traffic in this area.
- Develop pedestrian and bicycle pathways and linkages north and south along South 3rd Street.
- Continue or improve the availability of public transportation to the neighborhood.

Goal 3: Reduce traffic and transportation related noise.

The residents of South 3rd Street have expressed concerns that noise related to traffic and transportation related uses have become a problem. Commercial uses operating in the vicinity of the neighborhood further intensify the existing traffic and noise impacts stemming from the railroad lines and Interstate-5 to the east, and normal traffic traveling north and south through the study area. This is an important distinction, as the street is designated a "neighborhood collector" in the City's comprehensive plan, not an arterial. Collector roads are estimated to handle between 2,500-2,800 average daily trips. According to recent traffic counts conducted by the City of Mount Vernon and Skagit Council of Governments (SKOG), the volume of traffic on a daily basis for the South 3rd Street study area, exceeds the neighborhood collector designation. Accordingly, measures should be taken to alleviate the use of South 3rd Street, beginning at Section Street and ending at South 2nd Street, as a primary route for commercial traffic. Better signage is also needed to direct traffic toward South 2nd Street, a major arterial.

Recommended Action Steps:

- Install signage at the south end of South 3rd Street to direct traffic toward South 2nd Street.

- Develop traffic calming measures, including but not limited to, stop signs, planter islands, and bulb-outs, to reinforce the street as a neighborhood collector, and not a commercial thoroughfare.

- Develop a process whereby the neighborhood works with the commercial properties in conjunction with the City to reduce noise and transportation-related impacts. Where feasible, consider limits on the hours of operation including deliveries and the number of vehicles allowed on-site associated with non-conforming commercial uses. Consider options that direct commercial traffic to South 2nd Street, a major arterial.

Goal 4: Maintain high quality law enforcement and safety services.

The residents of South 3rd Street feel less overall presence from police services since the department moved from downtown to Continental Place. Accordingly, the residents would like to see an increased presence in the neighborhood and encourage more participation.

Recommended Action Steps:

- Develop a course of action for the neighborhood to start a neighborhood "Block Watch Program" in cooperation with the City's Police Department.

Goal 5: Reduce abandoned and un-attended vehicles parked along South 3rd Street.

Residents of South 3rd Street have expressed concern over long-term on street parking in the neighborhood. A majority of the concern is related to abandoned vehicles.

Recommended Action Steps:

- Develop a plan through the Police Department's Community Block Watch Program to monitor and assess abandoned vehicles, and follow the necessary steps to remove such vehicles.

V. Action Table

The Action Table on the following pages summarizes in table format the goals and steps listed in the previous section. Additional information noting the relative priority of each action step, along with those agencies and organizations responsible for implementing the action steps, is also provided.

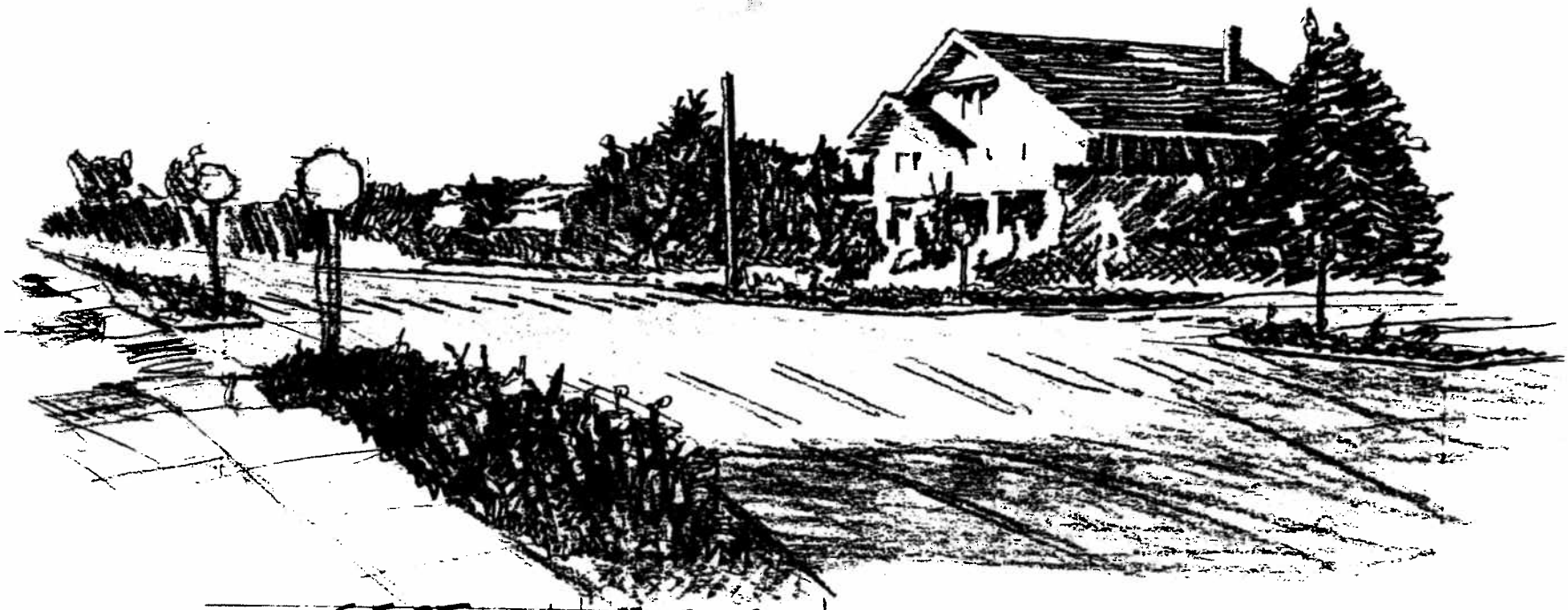
ACTION TABLE ABBREVIATION LIST (ACRONYMS)	
ACRONYM	**AGENCY NAME/RESPONSIBLE PARTY**
S3NA	South 3rd Street Neighborhood Association
MVCED	Mount Vernon Community and Economic Development Department
MVPRD	Mount Vernon Parks and Recreation Department
MVPD	Mount Vernon Police Department
MVED	Mount Vernon Engineering Department
MVSD	Mount Vernon Street Department
MVTSC	Mount Vernon Traffic Safety Committee
SKAT	Skagit County Area Transportation

Objectives and Recommended Action Steps	Priority	Responsible Party
A. Preservation of Historical Resources:		
<u>Goal 1:</u> Identify, preserve and celebrate the historical resources of the neighborhood.		
○ Action Step: Work with interested property owners that would like to promote the older- well preserved single-family homes to heighten awareness of their importance and enact ways to preserve the character.	Medium	S3NA, MVCED
B. Open Space, Parks and Recreation:		
<u>Goal 1:</u> Identify areas for public open space and consider methods to increase this resource for the community.		
○ Action Step: Consider methods to purchase additional lands, as they become available.	Medium	S3NA, MVCED, MVPRD

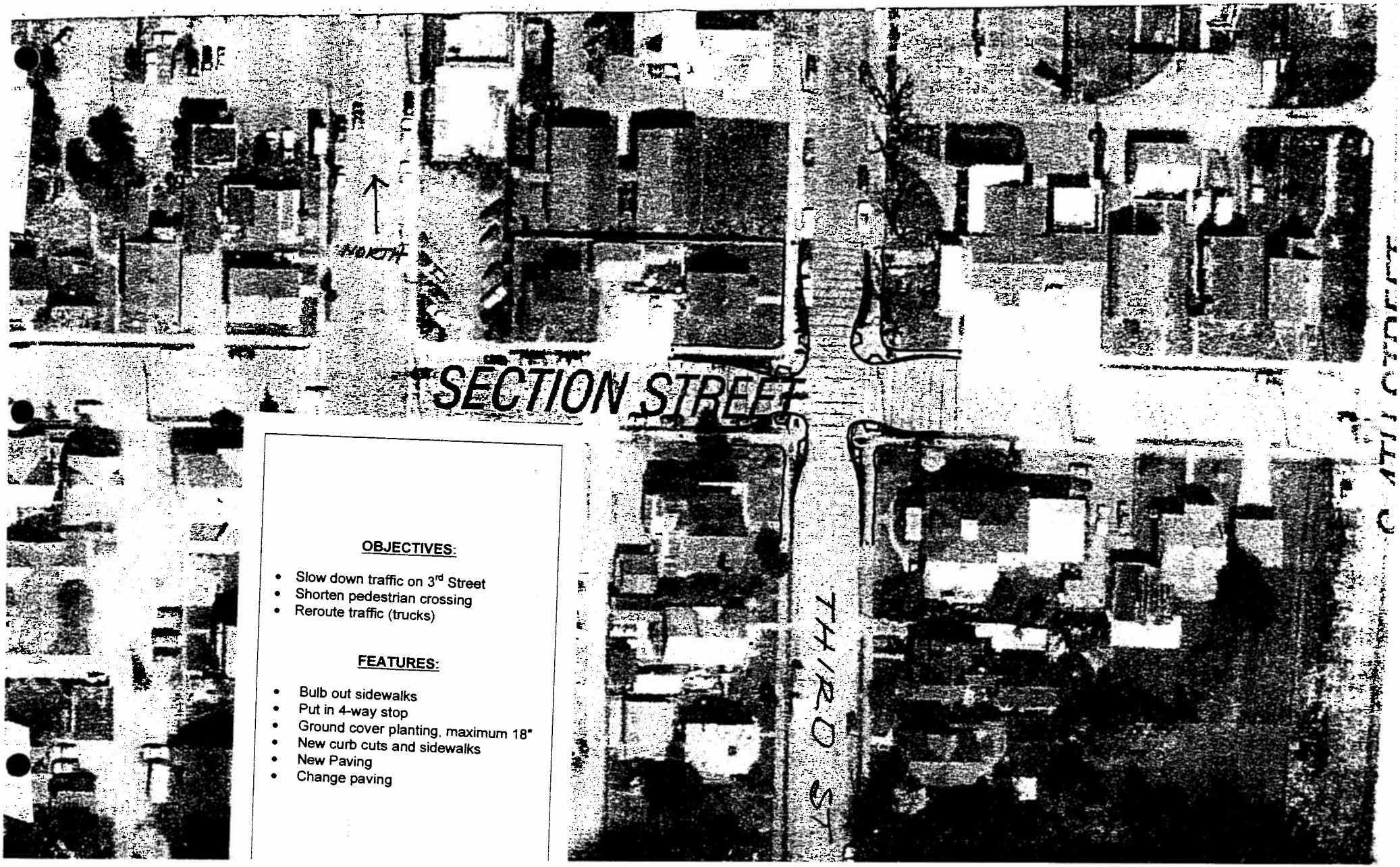
Objectives and Recommended Action Steps	Priority	Responsible Party
C. Land Use		
<u>Goal 1:</u> Maintain the character and stability of the neighborhood and enhance the safety and security.		
o Action Step: Maintain the existing residential character of the neighborhood.	High	S3NA, MVCED
o Action Step: Organize and implement a South 3rd Street Neighborhood Association (S3NA) made up of interested property owners in the study area.		
o Action Step: Consider legislation, which would prevent the over concentration of multi-family and commercial uses in the neighborhood. Such legislation could include the following options:		
A) Amend the zoning district to a uniform R-1 (Single Family Residential District). Such an amendment would take in the existing Single Family Residential Areas, as well as a majority of the Multi-Family (R-3) areas. A multi-family use would still be allowed as a conditional use. This approach would further involve an amendment to the City's comprehensive plan to denote this area as Single Family Residential.		
B) Amend the zoning district regulations to restrict the over concentration of multi-family, and commercial uses in the neighborhood. The underlying zoning in the neighborhood would remain the same; however, additional regulations would apply to the appearance, location and use of properties.		
D. Community Appearance		
<u>Goal 1:</u> Preserve the desirable and distinctive characteristics of the neighborhood.		
o Action Step: Consider the opportunity to add street trees to the neighborhood and protect existing trees of significance to further enhance the aesthetics of the area. Develop access programs for home improvement and structural maintenance.	Medium	S3NA, MVCED
o Action Step: Work toward developing an annual spring cleanup program for the residents of South 3rd Street.	Medium	S3NA
o Action Step: Organize and implement a South 3rd Street Neighborhood Association (S3NA) made up of interested property owners in the study area.	High	S3NA, MVCED

Objectives and Recommended Action Steps	Priority	Responsible Party
E. Public Facilities and Services		
<u>Goal 1:</u> Repair and/or maintain streets and sidewalks in good condition.		
○ Action Step: Develop the South 3rd Street study area for inclusion into the City's Capital Facilities Maintenance Plan to assess the streets and curbs and sidewalk improvements.	High	S3NA, MVED, MVSD, MVCED
<u>Goal 2:</u> Improve circulation and pedestrian crossings throughout the neighborhood.		
○ Action Step: Develop a plan in conjunction with the Traffic Safety Committee to reduce speeds and through traffic, and to provide greater pedestrian safety. Evaluate traffic flow throughout the neighborhood and address identified circulation concerns, particularly for Section and South 3rd Streets, and the intersection of South 2nd Street and South 3rd Street.	High	S3NA, MVED, MVTSC
○ Action Step: Develop intersection improvements to the intersection of South 2nd and South 3rd Streets; consider realignment of the intersection to improve sight distance and pedestrian safety.	High	S3NA, MVED, MVTSC
○ Action Step: Consider traffic calming measures for South 3rd and Section Street to be consistent with the Neighborhood Collector designation. Such measures could include a 4-way stop at the intersection, and installation of planter islands or bulb-outs to restrict commercial traffic in this area.	High	S3NA, MVED, MVTSC
○ Action Step: Develop pedestrian and bicycle pathways and linkages north and south along South 3rd Street.	High	S3NA, MVCED, MVPRD
○ Action Step: Continue or improve the availability of public transportation to the neighborhood.	Medium	S3NA, SKAT

Objectives and Recommended Action Steps	Priority	Responsible Party
Goal 3: Reduce traffic and transportation related noise.		
o Action Step: Install signage at the south end of South 3rd Street to direct traffic toward South 2nd Street.	High	S3NA, MVED, MVSD, MVTSC
o Action Step: Develop traffic calming measures, including but not limited to, stop signs, planter islands, bulb outs, to reinforce the street as a neighborhood collector and not an arterial for commercial traffic.	High	S3NA, MVED, MVSD, MVTSC
o Action Step: Develop a process whereby the neighborhood works with the commercial properties in cooperation with the City to reduce noise and transportation related impacts.	High	S3NA, MVCED
Goal 4: Maintain high quality law enforcement and safety services.		
o Action Step: Develop a course of action for the neighborhood to start a "Neighborhood Block Watch Program" in cooperation with the City's Police Department.	Medium	S3NA, MVPD
Goal 5: Reduce abandoned vehicles parked along South 3rd Street.		
o Action Step: Develop a plan through the Police Department's Community Block Watch Program to monitor and assess abandoned vehicles, and follow the necessary steps to remove such vehicles.	Medium	S3NA, MVPD



SECTION @ S. 3rd INTERSECTION

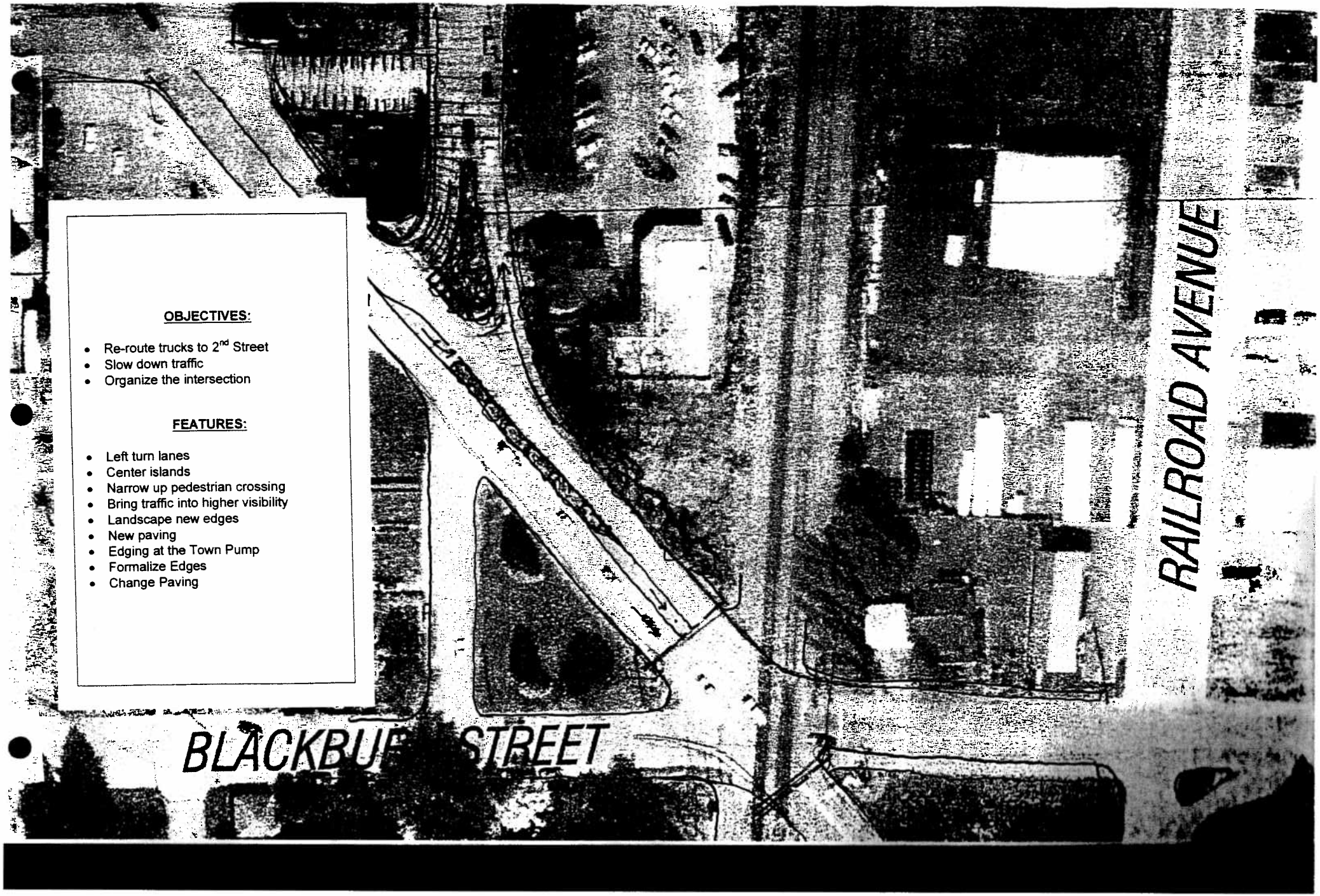


OBJECTIVES:

- Slow down traffic on 3rd Street
- Shorten pedestrian crossing
- Reroute traffic (trucks)

FEATURES:

- Bulb out sidewalks
- Put in 4-way stop
- Ground cover planting, maximum 18"
- New curb cuts and sidewalks
- New Paving
- Change paving



OBJECTIVES:

- Re-route trucks to 2nd Street
- Slow down traffic
- Organize the intersection

FEATURES:

- Left turn lanes
- Center islands
- Narrow up pedestrian crossing
- Bring traffic into higher visibility
- Landscape new edges
- New paving
- Edging at the Town Pump
- Formalize Edges
- Change Paving

VI. Supporting Documents

Appendix A: Preliminary Neighborhood Meeting Outline

Appendix B: Traffic Calming Architectural Renderings from Henry Klein Partnership

Appendix C: South 3rd Neighborhood Surveys

Appendix D: South 3rd Action Plan Comments

Appendix E: Skagit Valley Herald Newspaper Article

Appendix F: Mount Vernon Planning Commission Minutes

City of Mount Vernon

Community and Economic Development

PRELIMINARY OUTLINE-
S. 3rd Street Neighborhood Plan Update

1. Introduction
2. Description of S. 3rd Street
3. The Planning Area
4. Why Plan?
5. Organization of This Plan
6. Substance of This Plan

1. Introduction

As a result of the "Gateway Project" improvements have been made for north south travel on South Third Street in front of the Skagit County Courthouse along Kincaid Street. As part of these improvements, new blacktop and sidewalks from the railroad tracks on Kincaid Street all the way to the West Division Street Bridge, landscaping, and ornamental light posts have been installed along with benches and other attractive improvements for this important entryway into the

city. Now that the improvements have been made to accommodate north south travel on South Third Street, tying the area to the city's entryway at the north, the city is interested in obtaining comments back from the stakeholders, you the citizens. Specifically, the city is interesting in receiving feedback from the neighborhood into the following issues: traffic, parking, pedestrian areas, aesthetics, landscaping and street lighting enhancement, signage, design review techniques, and intersection improvements to South 2nd and South 3rd, etc.

2. Description of South 3rd Street

The South 3rd Street planning area extends from Blackburn Road to the South to the intersection of 3rd and Section Street in the North. Generally, the area takes in properties on both sides of South 3rd Street. To provide you with a better understanding of the study area, an exhibit is attached.

3. The Planning Area

The planning area follows the boundaries described above. Presently the area is zoned a mixture of commercial (C-1, C-2), multifamily (R-3, R-4) and residential (R-1, 6.0). The area is further identified under the city's comprehensive plan map as a mixture of R/O (Residential Office), P/O (Professional Office) and Community Retail/Mixed Use Center (CR). In order to incorporate the underlying zoning into the existing comprehensive plan designations, the city is considering applying the R/O (Residential Office), and P/O (Professional Office) zoning districts to the planning area. Initially, the R/O district is intended to take in the area from Section and S. 3rd Street to the intersection of Taylor Street. The P/O district is intended to take in the area to the south of Taylor Street and South 3rd.

In summary, the R/O district is intended to accommodate office and limited commercial uses which will not be detrimental to the residential environment in older single family areas which are in transition due to the proximity to such factors as nonresidential uses and high traffic areas. The objective is to preserve

those homes of historical or architectural merit, and to retain the residential character of the district.

Likewise, the P/O district is intended to provide areas within the community that offer a variety of specialized professional services having non-advertising conservative characteristics. The P/O district would predominantly apply to areas committed to non-residential uses.

4. Why Plan? Reasons for Neighborhood Planning

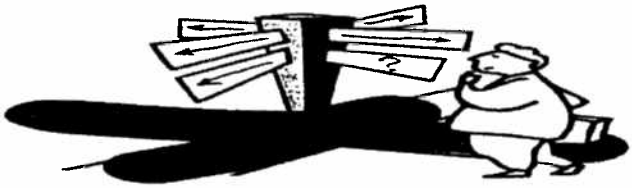
The area as outlined above is zoned for a mixture of uses and activities. With the recent improvements associated with the "Gateway Project", there now is a north south corridor available that ties South 3rd Street from the southern city limits to the major city entryway (i.e., Kincaid Street and the Skagit County Courthouse). The comprehensive plan designation for the area is more defined than that of the present zoning. The present make up of the area can be defined as areas south of Section Street and S 3rd to Taylor Street; and areas south of Taylor Street and S 3rd to Blackburn. Each of these areas have distinct characteristics. By identifying the predominant characteristics of each, and how they best match up with the underlying comprehensive plan designation, we can define a working plan for the future.

Neighborhood planning is proposed to be a facilitated; citizen participation-oriented approach to planning that affords Mount Vernon neighborhoods the opportunity to plan proactively for their futures. The neighborhood planning process recognizes how important it is to thoroughly assess city and neighborhood conditions and trends and identify core strengths and weaknesses in order to develop effective goals, plans and actions for long-term success. Neighborhood planning enables residents and business owners to work together to make the most efficient use of scarce resources by identifying priorities; devising alternatives; seeking less costly solutions; and undertaking projects that meet several needs simultaneously. The process gives shape to a profound new understanding of the role of everyday people in solving neighborhood problems.

Neighborhood plans will include strategies developed to preserve or improve specific areas and provide a guide for future development of the neighborhood. These strategies will vary from neighborhood to neighborhood, but would likely focus on long-range issues of land use, housing, zoning, economic development, transportation, safety, and service delivery. The scope of plans could vary from addressing only a few specific issues, to providing a comprehensive approach to all the issues and opportunities in the neighborhood depending on the desires of the individual neighborhood.

Neighborhood plans would begin with the issues identified in the Neighborhood Focus process and proceed to a thorough analysis of the area. The plans that are developed would generally represent a consensus of the residents or business owners and others who have participated in preparing the plan and would be presented to the City for consideration and adoption. An approved plan would help to justify requests for services or funds for the neighborhood, and help protect the neighborhood, which in turn protects investments in the neighborhood. A neighborhood plan is a blueprint to show the community where a neighborhood is headed in the next five to seven years. Common sense tells us that a neighborhood that knows where it is going is an attractive place to live, work, and raise a family.

5. Neighborhood Planning Process



The purpose of this initiative is to work with neighborhoods to improve the services provided and to facilitate effective communication between the neighborhood and the municipal government. A neighborhood is a self-identified geographic area organized by those who share common characteristics and concerns.

The neighborhood planning process is an effort that the City helps the neighborhood undertake. Typically, a neighborhood planning process follows these steps:

1) Neighborhood Meeting

2) Collecting Information

3) Identifying Issues

4) Developing a Vision and Setting Goals and Objectives

5) Recommendations and Implementation Strategies

6) Producing the Planning Document

7) Approving/Adopting the Plan as Public Policy

8) Implementing the Strategies

9) Monitoring, Evaluating and Updating the Plan

Neighborhood plans should not be viewed as static documents, but as parts of an ongoing process in which citizens should remain vigilant about conditions in their neighborhood and continually work to improve them.

Who Is Involved?

Such an intensive planning effort requires the skills and knowledge of a variety of people. The residents and businesses in the neighborhood are the primary leaders of the project. The discussion of issues raised by the neighborhood will lead to the formulation of goals and objectives to address the neighborhood's concerns. They will also be responsible for plan development and presentation for approval.

In order for the plan to be realized, it is crucial that all stakeholders actively participate in the implementation of the plan. As residents or business owners familiar with the recommendations, they will likely be involved in implementing the strategies.

One cannot put enough emphasis on how important cooperation and collaboration are to the successful adoption and implementation of the neighborhood plan.

6. Substance of Neighborhood Plans

The typical neighborhood plan contains the following elements:

"What They Plan, They Own"

MOUNT VERNON NEIGHBORHOOD PLAN

Introduction

History and Evolution of the Neighborhood

Maps

Neighborhood Profile

Demographic Characteristics

Land Use Inventory

Description of Housing;

Existing, new development, and maintenance

Inventory of built environmental characteristics

Open Space and Recreation

Circulation/Transportation

Capital Improvement Needs

Strengths/Opportunities/Issues/Threats

Vision and Goals

Plan Recommendations

Priority Issues

Implementation Schedule

Proposed Land Use Maps and Regulations

This approach to neighborhood planning is planning that considers people and the environment in which they live, work and raise families. Other municipalities in Washington, namely Bellingham, Everett, and Seattle have established, successful neighborhood-driven planning processes.

The resulting plans can be elaborate or simple depending on the needs of the neighborhood and the willingness of the stakeholders to commit the time and effort necessary to complete the task. First and foremost, the neighborhood must want to plan for the future of their neighborhood. Healthy neighborhoods focus on the future and pass the lessons they learn on to others.

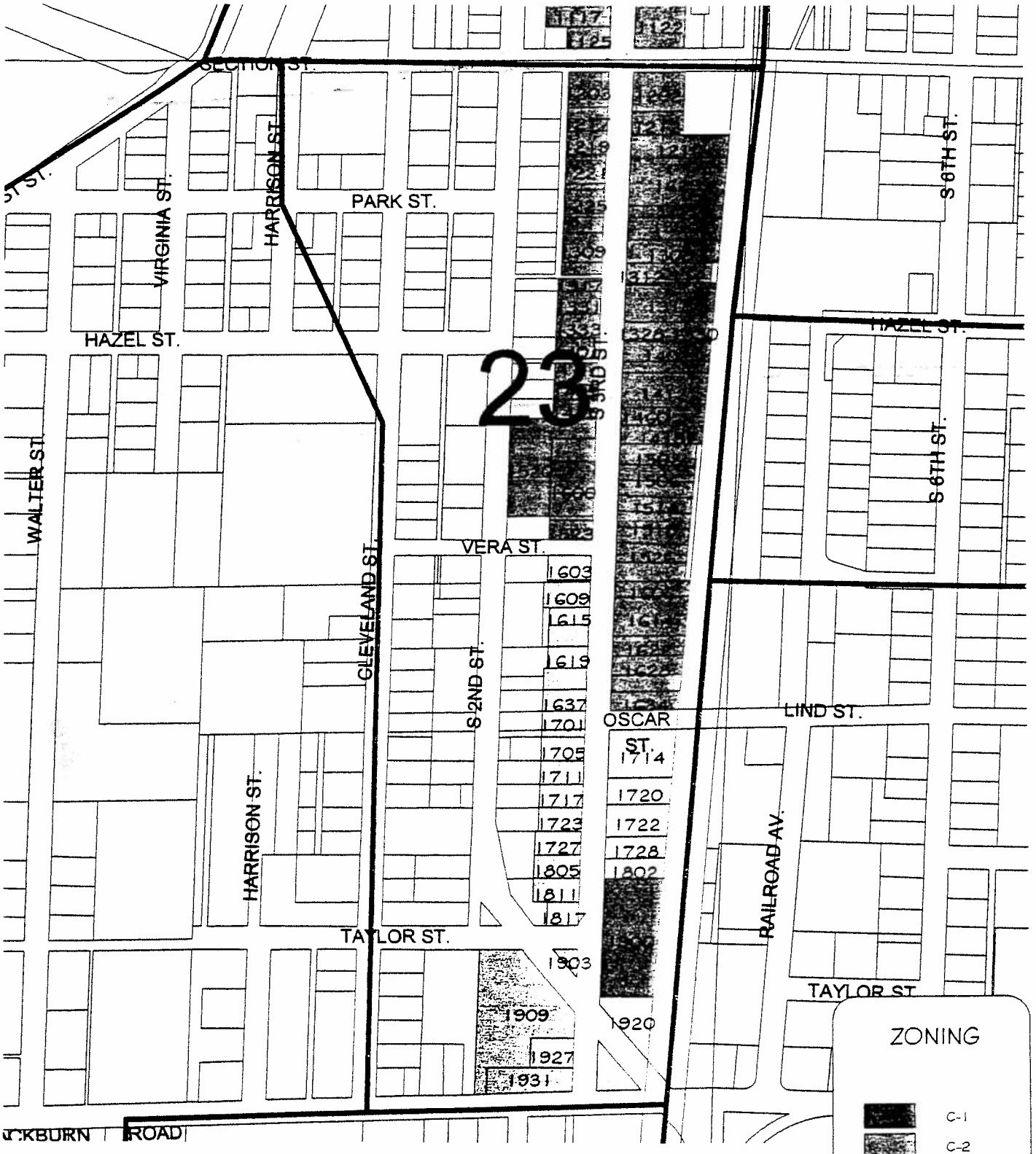
The City of Mount Vernon's neighborhood planning process is community oriented and neighborhood-driven. This approach is based on the ideology "What they plan, they own." No one knows better than the people who live in the neighborhood the issues and conditions that affect their lives. Citizens want government to be responsive to their needs and be effective in achieving results. A neighborhood plan is one tool to help the neighborhood residents and businesses make their vision a reality.

We welcome your participation!

NEIGHBORHOOD MEETING NOTICE

Meeting Date:	September 28, 2000
Meeting Place:	Mount Vernon Senior Citizens Center, 1401 Cleveland
Meeting Time:	6:00 P/M to 7:00 P/M

Should you have any questions regarding this project, please contact the CED Office at 336-6214, Option 3. Also, tentative workshops have been scheduled for October 12th, October 26th, and November 2nd of this year.



SOUTH 3RD STREET NEIGHBORHOOD
STUDY AREA

Appendix B: Traffic Calming Architectural Renderings- Henry Klein Partnership

NOTICEABLE INTERSECTION

PUBLIC SQUARE

OLD HWY 99 S
BLACKBURN
S 3RD ST
S 2ND ST

kpff Consulting Engineers

July 15, 2008

City of Mount Vernon

Master Plan

Downtown and Waterfront Master Plan Project

Master Plan

July 15, 2008

Prepared for:
City of Mount Vernon, Washington

Bud Norris, Mayor

City Council:
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Dale Ragan
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Scott McMullen
Kathy Combs
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Mike Urban

Planning Commission:
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Warren Cheney, Vice Chair
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City Staff:
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Larry Otos, Director of Parks and Recreation
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Hewitt Associates
Property Counselors
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Appendices

Appendix A – Opportunity Sites

1. Introduction

1.1. PURPOSE

The City of Mount Vernon has commenced a comprehensive redevelopment plan for its historic downtown area. The goal of this planning effort is to guide the investment of public and private resources in the downtown area over the next 20 years. The City intends to increase the density of downtown, building on and enhancing existing retail activity along First Street to create a vibrant, attractive, and safe waterfront and downtown, with enhanced public access to the shoreline and river, new and improved public amenities, and mixed-use redevelopment that will generate new jobs and create housing that preserves the character of downtown Mount Vernon.

To improve the economic viability of commercial development, the City has completed an Environmental Impact Statement (EIS) for new flood control measure that will remove downtown from the 100-year flood plain as designated by the Federal Emergency Management Agency (FEMA). There was no opposition to the EIS and the City is moving ahead with the design and construction of the flood control measures identified as the Preferred Alternative in the EIS.

This master plan is organized in four sections: the master planning process (Chapters 1 and 2); current conditions in downtown Mount Vernon (Chapter 3), master planned future conditions in downtown Mount Vernon (Chapters 4 through 9), and a recommended implementation process (Chapter 10). These sections are intended to answer the questions “What are we doing?”, “Where are we now?”, “Where do we want to go?”, and “How do we get there?”. Each section addresses the major issues facing downtown Mount Vernon, including the following:

- Land use and development
- Traffic and parking
- Streetscape, open space, public amenities, and character
- Infrastructure
- Economics

The Master Plan study area is shown in Figure 1-1 along with the area defined as the downtown core. Elements of the plan, such as the traffic and parking studies, used different specific boundaries to simplify their respective analyses. As Mount Vernon grows, the principles and recommendations of this Master Plan can be applied to the areas surrounding the current downtown to the north and south.

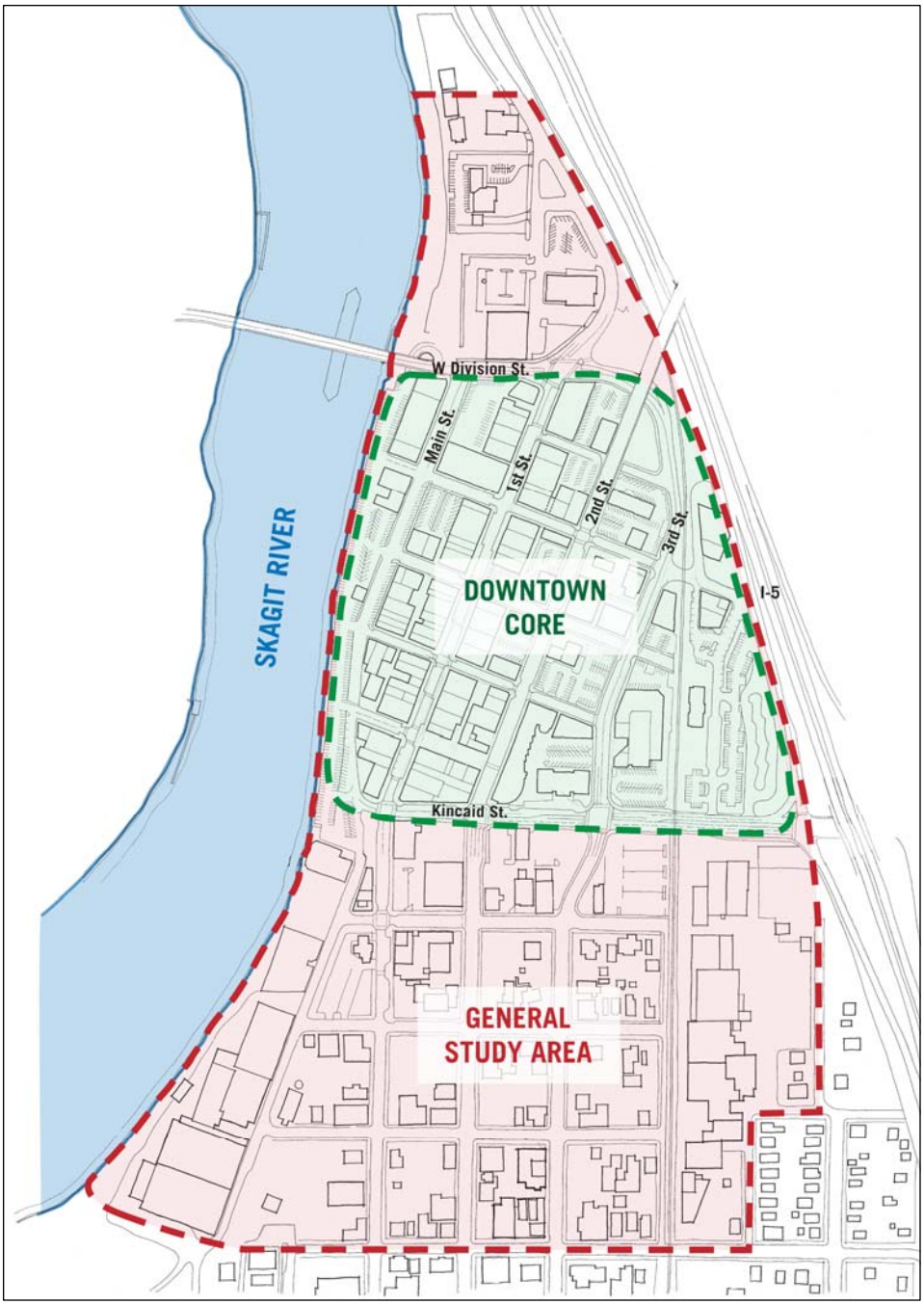

Figure 1-1: Study Area and Downtown Core

1.2. BACKGROUND

The threat of flooding on the Skagit River and location of downtown within the FEMA 100-year floodplain poses a major barrier to investment in downtown Mount Vernon and limits the City's ability to develop a comprehensive redevelopment plan for its historic downtown area. Once the threat of flooding and the associated floodplain designation are eliminated, significant investment in downtown Mount Vernon is expected and the City has a responsibility to ensure that development occurs in a manner that enhances the economy and quality of life for the City's residents.

Typically, when flooding on the Skagit River threatens downtown Mount Vernon, over 2,000 volunteers are mobilized to fill 150,000 sandbags, creating a temporary floodwall along the top of the existing levee, which runs down Main Street in the downtown area. While this system has been successful in protecting downtown in the past, it is difficult to manage and comes with risks of both levee failures and personal injury to volunteers and City employees. As an interim mitigation strategy, the City of Mount Vernon has purchased a temporary flood wall that can be installed by City crews in a matter of hours to replace the need for a massive volunteer call-up. Even with this new flood wall, downtown will remain in the floodplain on the FEMA flood maps, thus the barrier to reinvestment remains. Revised FEMA base flood elevation maps, expected to be released in the near future, will further restrict redevelopment and new development

To remove the downtown from the designated floodplain, the City is moving forward with plans to create a new flood protection system designed to provide protection from the worst case scenario 100-year flood. This system will consist of a combination of higher levees and flood walls extending from Lions Park at the system's north end to the sewage treatment plant at the south end. Between Division Street and Kincaid Street in downtown, flood protection will be provided by a flood wall running along the existing revetment west of Main Street, capped by a 24-foot wide promenade providing public access to the Skagit River. This promenade is one of the key projects intended to spur redevelopment in downtown Mount Vernon. South of Kincaid Street, a flood wall will be constructed on the Commercial Cold Storage property. The flood control project and master plan development are two parts of a unified plan to revitalize downtown Mount Vernon.

The Skagit River has the potential to be downtown Mount Vernon's greatest asset, since it sets Mount Vernon apart from other small cities in the region and state. Currently, the riverfront area is primarily used as a parking lot, not the valuable amenity it could be. Although there is a boardwalk along the river side of the parking lots, it and the other waterfront properties are underutilized and undervalued. The combination of unresolved flood issues and inadequate civic infrastructure has led to declining investment in downtown and difficulty in attracting new businesses to the area.

1.3. PROCESS

The development of this master plan is the third phase of a three-phase process started in August 2005 with a preliminary master planning process, followed by the preparation of an Environmental Impact Statement (EIS) for the flood control measures that would remove downtown Mount Vernon from the 100-year floodplain as defined by FEMA. Once the EIS was completed and flood control measures defined, the master planning process was restarted.

A key element of the process was creation of a Citizen Advisory Group (CAG) comprised of downtown business leaders, property owners, and other local stakeholders, such as the Farmer's Market and the Lincoln Theater. The purpose of the CAG is two-fold: members provide feedback and ideas to City staff and consultants on issues related to the master plan and flood control project, and they act as citizen ambassadors to the rest of the community. In their ambassador role, members both disseminate information provided by the City and collect comments and ideas from their respective interest group and community members. The CAG was initially convened during the Preliminary Master Plan process, and has met on an as-needed basis since then as new material has been prepared and new concepts developed.

In addition to CAG meetings, the public involvement process included four public meeting/open houses and seven City Council briefings.

The process for each phase of the project is shown in Figure 1-2 through Figure 1-5. A visual survey of the study area was conducted early in the Preliminary Master Plan process (Phase I) and an inventory of all downtown businesses taken. Additional information on the demographic and economics was also collected at this time. This background information was used as the basis for development of each subsequent phase and the alternatives presented in Section 4.6.

Several members of the CAG suggested that the Master Plan include developments on and connections to the west side of the Skagit River, including both remote parking and/or a pedestrian bridge. These are not addressed in the current Master Plan as the need for such development is not anticipated within the 20 year time frame of the study. However, this Master Plan will likely be updated in the future and inclusion of the west side at that time may be appropriate.

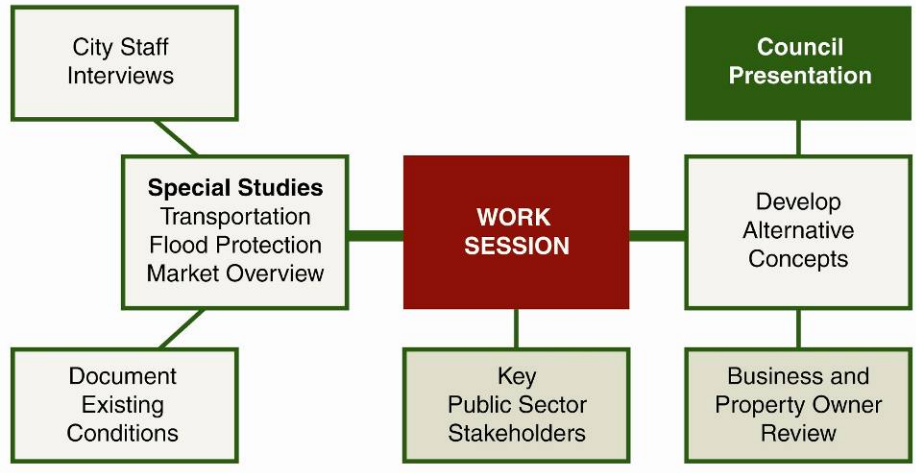

Figure 1-2: Phase I, Preliminary Master Plan Process

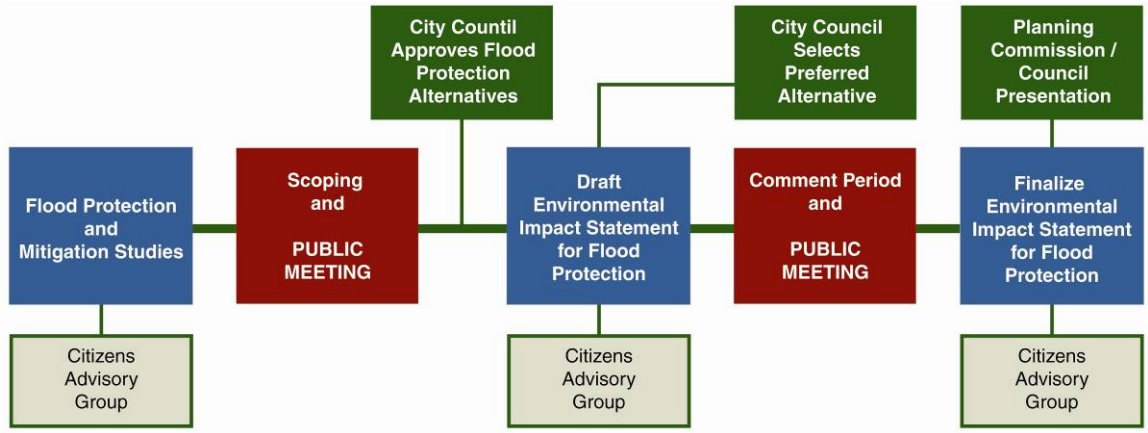

Figure 1-3: Phase II, Flood Control EIS Process

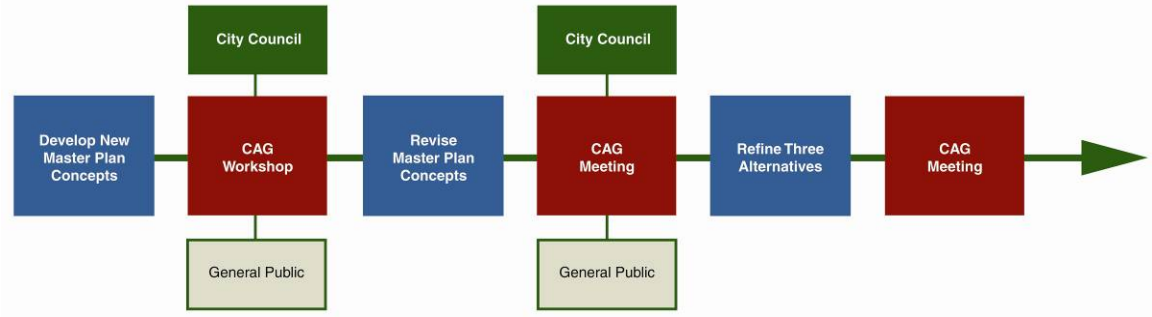

Figure 1-4: Phase III, Final Master Plan Process, Part 1

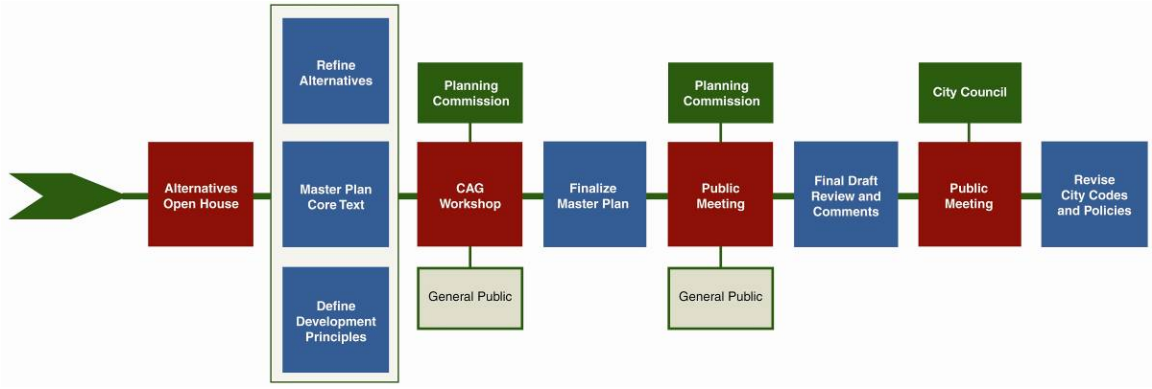

Figure 1-5: Phase III, Final Master Plan Process, Part 2

2. Vision, Goals, and Objectives

2.1. VISION

"Downtown Mount Vernon is the vibrant heart of Skagit County. It is a place where people come to live, work, and play, enjoying the riverfront promenade, boutique shopping, fine dining, and entertainment of all sorts. Its public spaces are enlivened by a farmer's market and live music. People come for its fairs, festivals, and riverfront setting. They come back for its small town character and the ease with which they can park their car and walk wherever they want to go. Downtown Mount Vernon is thriving because it is where people want to be."

Figure 2-1: Future Development Sketch

This is the vision proposed by the City staff and consultant team based on discussions with elected officials, members of the CAG, and other citizens and stakeholders. It attempts to capture the spirit and intention that inspired the master planning effort. It is achievable, and with community support, the City is well on its way to making it happen.

Larry Hartford, a CAG member and downtown merchant, provided another vision for downtown Mount Vernon. Some excerpts from his vision are provided below:

"*Mount Vernon and its place alongside the mighty Skagit River is an important way station between Seattle and Bellingham and between Seattle and the San Juan Islands and between Seattle and Vancouver or Sydney British Columbia. Mount Vernon is the launching place to access the great cross Cascade highway with its access to the North Cascade National Park, one more magnificent world attraction we have to offer.*

"*First Street is a pedestrian promenade with benches, sidewalk cafés, trees, and flowers. … First Street is for people and promenading shoppers and evening entertainment seekers.*

"*On the outside of the museum are street front businesses providing original arts and crafts created by local artisans.*

"*Next is an open park-like area for strolling, sitting and viewing and enjoying the river view.*

"*North of the museum and park area in the existing Main Street Plaza building we come to the greatest draw for Mount Vernon rivaling only the famous Lincoln Theater as a reason for people to come and shop in downtown Mount Vernon. This is the covered Marketplace, the Gateway to the Skagit Farmland … a covered outdoor farmer's market.*

"*Mount Vernon is the Riverfront town. It is also the connection on your way to the world renowned San Juan Islands or Deception Pass. A stop over in Mount Vernon prepares you for an early morning departure on the Washington State ferries to San Juan, Orcas, Lopez, or Shaw Island. Or a great place to spend a day or two enjoying the fun and activities of our riverfront community and the surrounding amenities.*

Figure 2-2: Future Riverfront Development Sketch

"Revitalizing the downtown Mount Vernon area should be based on people's activities, movement, and interests. An important key to this is to allow the Skagit River to be accessible to people both visually and physically, thus allowing the river to be a part of their activities.

"I choose to live and work in Mount Vernon because it is centrally located to so many world class natural and human made wonders; and because of the great potential it has to become a city of vitality and creativity through human endeavor."

Each of downtown Mount Vernon's stakeholders has his or her own vision for the waterfront and downtown. Although each vision is unique, many of them share common themes that are critical to the success of this master plan and the Community Marketing Plan being developed separately. Based on the initial interviews conducted for the Community Marketing Plan, a common vision for Mount Vernon as it applies to downtown includes the following:

- Small city character and attributes
- Amenities such as:
  - Adequate parking
  - Streetscape and sidewalk improvements
  - Art and water features
  - Permanent Farmer's Market
  - Children's museum
  - Art and history museum
  - Outdoor cinema
  - Public art
  - River activities
  - Public dock
  - Public restrooms
- Economic vitality
- Businesses such as:
  - Boutique retail
  - Professional offices
  - Restaurants
  - Hotel
  - Cinema
  - Full store fronts
- Housing

The vision for downtown Mount Vernon should describe what it looks and feels like in twenty years, the planning horizon for this master plan, and it should complement the greater vision for the City.

2.2. GOALS AND OBJECTIVES

The goal of the Master Plan is to guide the investment of public and private resources in the downtown area over the next 20 years. The Master Plan has been developed to guide anticipated redevelopment once the flood protection measures identified in the recent Flood Protection Alternatives Environmental Impact Statement (EIS) are implemented. In general, the goals of the Master Plan and their associated objectives are:

- Provide permanent certified flood protection for downtown to make investing in downtown Mount Vernon economically viable.
  - Build a combination of flood walls and levees per the Mount Vernon Downtown Flood Protection Alternatives FEIS.
  - Include design features such as grand stairs, ramps, and removable sections to prevent the flood control measures from creating a barrier between the downtown and the Skagit River.
- Develop a pedestrian-oriented downtown where people are encouraged to circulate on foot.
  - Improve the connection between Skagit Station and downtown.
  - Install streetscape improvements, wider sidewalks, and other sidewalk amenities.
  - Encourage retail and hospitality businesses at street level and office and residential development above.
- Encourage a mixture of land uses, including public open space, shoreline recreational, cultural, and institutional uses integrated with revenue producing uses that may include office, retail, restaurant, hotel, entertainment, and residential uses.
  - Create public-private partnerships for redevelopment of property acquired for flood control.
  - Provide incentives for commercial redevelopment of underdeveloped properties over time.
  - Increase intensity of commercial and retail activity.
- Accommodate an overall increase in residential density to provide a greater level of around-the-clock activity, support existing businesses, and improve the general economic vitality of downtown.
  - Modify zoning codes to allow higher density and encourage mixed-use, market rate and upscale development in the downtown core.
- Provide sufficient and conveniently located parking without compromising the overall pedestrian-friendly environment.
- Accommodate vehicular circulation while providing pedestrian-friendly streets.
  - Improve the intersection of First Street and Division Street.
- Preserve and build upon the existing historic character of downtown.
  - Adopt design guidelines to ensure redevelopment and new development complement the City's vision for downtown.
  - Identify potential locations for historic exhibits.
- Provide more open space and public amenities downtown.
  - Build a pedestrian promenade along the river in conjunction with the new flood control systems.

  - Build a new public plaza for the Farmer's Market, outdoor performances, and other special events.
  - Connect First Street to the promenade with streetscape improvements and water features that draw people to the river.
  - Install public artwork throughout downtown.
  - Pursue state and federal grant opportunities to fund civic improvements.
- Encourage multi-modal transportation by developing improved connections across the river, to regional trails, and to Skagit Station.
  - Construct an improved walkway on the Division Street Bridge.
  - Construct a skybridge connection from Skagit Station to the west side of the railroad tracks.
  - Construct a waterfront promenade connecting to the regional trail system north and south of downtown.
- Encourage the use of sustainable design principles in both public and private developments.

Figure 2-3: Future Promenade Sketch

3. Existing Conditions

3.1. LAND USE AND DEVELOPMENT

Existing land use in the downtown core is a mixture of retail, commercial, government, and office uses, primarily in single use structures. Institutional uses, which are primarily government, are sprinkled in, with County government facilities concentrated in the southeast corner of downtown around Third Street and Kincaid Street. Pedestrian-oriented retail is concentrated along First Street, with primarily auto-oriented commercial uses along Second Street and Third Street. Almost all parking downtown is surface parking, with on-street parking on most streets, several surface parking lots within the downtown area and approximately 350 stalls along the revetment on the east bank of the river between Division Street and Kincaid Street.

East of the core, between the freeway and the railroad, there is a warehouse, a self-contained retail complex, and a bus and rail transportation center called Skagit Station.

Immediately north of Division Street there is a mixture of auto-oriented retail and office uses with on-site surface parking. Between these businesses and Lions Park are auto-oriented businesses with surface parking adjacent to the river.

Immediately south of Kincaid Street is a mixture of auto-oriented commercial uses, surface parking, and government buildings, including City Hall. South of this area to Section Street is a neighborhood area in transition, containing a mixture of auto-oriented commercial uses, institutions, residences converted to businesses, vacant land, surface parking, government uses, apartments, and single-family residences. Two large industrial land uses exist south of Kincaid Street: a cold storage facility along the river and a seed plant adjacent to the railroad tracks on the east.

The Mount Vernon Municipal Code, Title 17, Zoning, is “intended to promote the most appropriate and compatible uses of the land within the city“ and controls land uses and development. Most of the downtown core is defined as Category C-1, Central Business District, and the remainder of the study area is either C-1, C-2, General Commercial District, P, Public, or M-1, Light Manufacturing and Commercial District.

Existing central business district (CBD) zoning (category C-1) places emphasis on pedestrian-oriented retail on the ground floor. Uses not permitted in the C-1 zone include laundry/dry cleaning, parking lots and garages, auto service and repair, drive-in banks, and drive-in retail or service businesses. Multi-family development with over 16 units is permitted only as a conditional use. Parking lots, garages, and offices over 2,000 square feet on the first floor are permitted as administrative conditional uses. There are no limits on lot area, lot width, setbacks, or building height. All development is subject to site plan review.

Category C-2 emphasizes general commercial areas having a variety of uses and accessible primarily by automobile. In areas zoned C-2, there are no limits on lot area, width, or building height but there are minimum setback requirements. Within the study area, the Christianson Seed Company and the Key Bank sites are the only properties zoned C-2.

Category M-1 defines areas for businesses which require limited retail contact and incidental shop work, storage, or light manufacturing. There are both building height limits and minimum setback requirements in areas zoned M-1. The Valley RV/Valley Farm Center site, Skagit Station, part of the Commercial Cold Storage site, and several properties south of Kincaid between South Third Street and the railroad tracks are zoned M-1 as well as some of the surface parking lots near the intersection of Freeway Drive, South Third Street, and Division Street.

Development along the Skagit River is also regulated by the Skagit County Shoreline Management Master Program, which has been adopted by the City as its Shoreline Master Program (SMP). The SMP is designed to provide long range, comprehensive policies and effective, reasonable regulations for development and use of Skagit County shorelines. The shoreline in the vicinity of downtown Mount Vernon is designated as "urban." The urban shoreline area is intended for intensive development, including but not limited to residential, commercial, and industrial uses. The SMP sets building height limits and maximum coverage limits for development within the shoreline zone. The SMP will undergo a mandatory update in the near future which will include a dedicated public involvement process.

3.2. TRANSPORTATION AND PARKING

Street Classifications

The streets of Mount Vernon are classified based on the function they provide. Identification of roadway function is the basis for evaluating roadway improvements and ensures appropriate design standards are applied to each roadway facility. Mount Vernon's street classification system is based on a method used by the State of Washington and the federal government to categorize and describe roadways. Four roadway classifications are identified and described in the 2005 Comprehensive Plan Transportation Element:

- Principal Arterials: have the primary function of moving traffic to and from major traffic generators within the community. Through traffic is given higher priority and local access is limited.
- Minor Arterials: serve as connections between neighborhoods and community centers, serve some through trips, and provide more local access compared to principal arterials. Minor arterials also provide access to major community-wide traffic generators, such as hospitals and high schools.
- Urban Collectors: primarily move neighborhood traffic and serve as connecters to the higher level (i.e. principal and minor arterials) arterial street system.
- Neighborhood Streets: provide direct access to adjacent properties with limited priority for through traffic.

In addition to being described by function, Mount Vernon's arterial street system can also be described by the general operational and geometric characteristics shown in Table 3-1.

Table 3-1: Typical Roadway Characteristics by Functional Classification

Functional Classification	Average Daily Traffic	Right of Way (feet)	Number of Lanes	Speed (mph)
Principal Arterial	> 17,500	60 - 80	2 - 5	35 – 45
Minor Arterial	10,000 - 22,950	60 - 80	2 - 4	25 - 35
Collector Street	2,500 - 15,870	60	2	25 - 35
Neighborhood Street	< 2,500	50 - 60	2	20 - 30

Streets

The primary transportation routes in downtown Mount Vernon are Kincaid Street, Division Street, Freeway Drive, South Second Street, and South Third Street.

- Kincaid Street is the primary gateway from the east and also provides vehicular access to the I-5 corridor.
- The Division Street (SR-536) bridge is the primary gateway from the west connecting downtown Mount Vernon with West Mount Vernon, Anacortes, and La Conner.
- Freeway Drive and South Second Street provide access to areas north of the Mount Vernon downtown.
- Main Street serves primarily as access to the parking areas along the top of the existing Skagit River revetment.

These major roadways and the study area are shown on Figure 3-1.

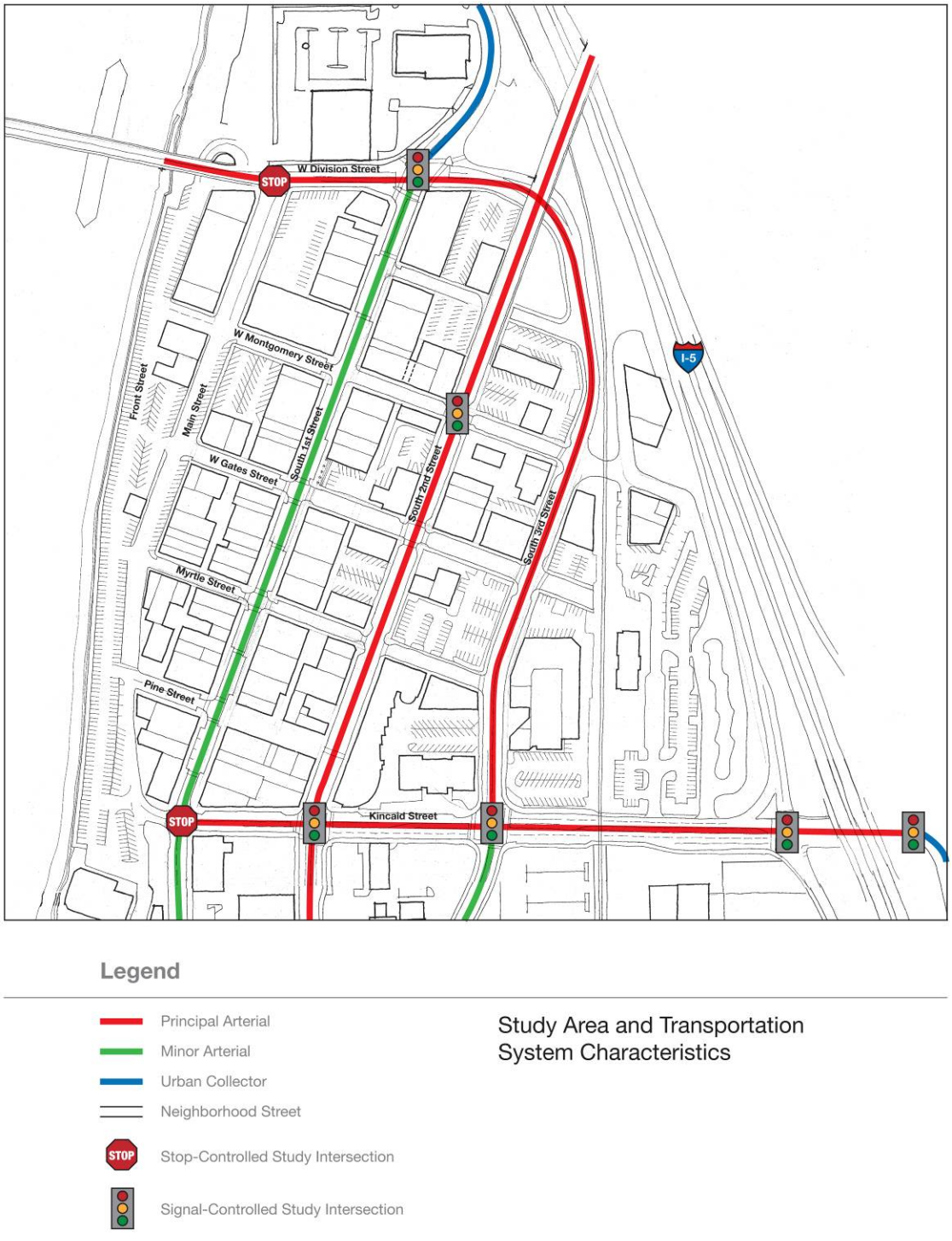

Figure 3-1: Study Area Transportation System Characteristics

The arterial street system within the study area includes all four roadway classifications: principal arterials, minor arterials, urban collectors, and neighborhood streets. Table 3-2 describes the roadway classifications of the streets within the study area and Figure 3-1 displays this information graphically.

Table 3-2: Functional Classifications of Roadways in the Study Area

Roadway Name	Functional Classification	Travel Direction	Bounds
Division Street	Principal Arterial	east-west	between the Skagit River and South First Street
Kincaid Street	Principal Arterial	east-west	between South First Street and I-5
South Second Street	Principal Arterial	north-south	between Kincaid Street and I-5 overpass
South Third Street	Principal Arterial	north-south	between Kincaid Street and Division Street
Freeway Drive	Minor Arterial	north-south	north of Division Street
Kincaid Street	Minor Arterial	east-west	east of I-5
South First Street	Urban Collector	north-south	between Kincaid Street and Division Street
Main Street	Neighborhood Street	north-south	between Kincaid Street and Division Street
West Montgomery Street	Neighborhood Street	east-west	between Main Street and South Third Street
West Gates Street	Neighborhood Street	east-west	between Main Street and South Third Street
Myrtle Street	Neighborhood Street	east-west	between Main Street and South Third Street

Intersection Level of Service

Level of service (LOS) is a qualitative measure describing operational conditions for a traffic stream along a roadway or at an intersection. Roadway LOS is based on measures such as capacity, speed and travel time, freedom to maneuver, traffic interruptions, comfort, and convenience. Intersection LOS is based on the average delay per vehicle and provides information on queue lengths, volume to capacity ratios, and signal efficiency for all through and turning movements.

One industry standard for evaluating intersection LOS is based on the Transportation Research Board's methodology outlined in the *Highway Capacity Manual (HCM), Special Report 209* (TRB 2000). Using this methodology, traffic conditions are assessed with respect to the average intersection delay (seconds/vehicle) and uses the letter "A" to describe the least amount of congestion and best operations and the letter "F" for the highest amount of congestion and worst operations. The 2000 HCM LOS ratings and criteria for signalized and unsignalized intersections are shown in Table 3-3.

Table 3-3: Level of Service Criteria for Signalized and Unsignalized Intersections

LOS Rating	Average Delay for Signalized Intersections (seconds/vehicle)	Average Delay for Unsignalized Intersections (seconds/vehicle)[1]
A	0 – 10	0 – 10
B	> 10 – 20	> 10 – 15
C	> 20 – 35	> 15 – 25
D	> 35 – 55	> 25 – 35
E	> 55 – 80	> 35 – 50
F	> 80	> 50

Source: HCM 2000, aggregated from Exhibits 16-2 and 17-2

[1] LOS ratings for all-way stop-controlled intersections are defined by the intersection operations as a whole; LOS ratings for two-way stop-controlled intersections are defined by the worst lane group.

PM Peak Hour Traffic Volumes

Existing traffic volume data in the study area were provided by Traffic Count Consultants. These data were collected at the study intersections in 2008 when traffic volumes are generally the highest; mid-week between 4:00 PM and 6:00 PM. The individual intersection peak hours varied slightly, but the system-wide peak hour was observed to occur between 4:30 PM and 5:30 PM. Figure 3-2 shows the existing PM peak hour turning movement volumes at the study intersections.

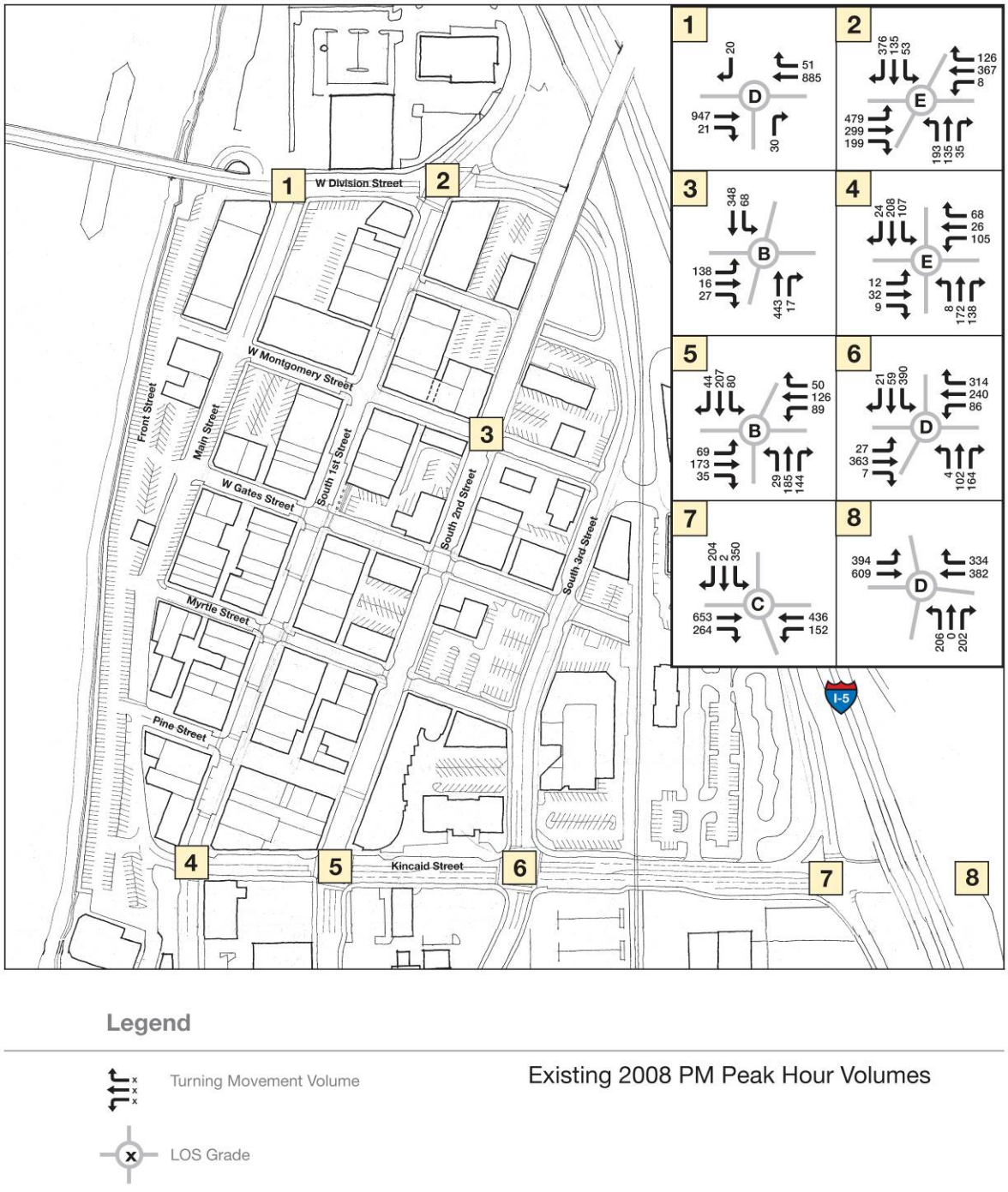

Figure 3-2: Existing 2008 PM Peak Hour Volumes

An intersection LOS analysis was conducted for eight intersections in the study area to determine existing operating conditions. These intersections are the locations where additional traffic volume increases from new development would have the most substantial effect:

- Division Street (SR-536)/Main Street
- Division Street (SR-536)/South First Street/Freeway Drive
- South Second Street/Montgomery Street
- Kincaid Street/South First Street
- Kincaid Street/South Second Street
- Kincaid Street/South Third Street
- I-5 Southbound Ramps/Kincaid Street
- I-5 Northbound Ramps/Kincaid Street

The City of Mount Vernon identifies LOS C or better as acceptable for urban collectors and neighborhood streets and LOS D or better for principal and minor arterials. However, the 2005 Comprehensive Plan Transportation Element identifies a few locations where lower LOS standards and operating conditions are permissible including:

- Division Street (SR-536) bridge approaches
- South Second Street/Montgomery Street
- Kincaid Street/South Third Street
- I-5 Southbound Ramps/Kincaid Street
- I-5 Northbound Ramps/Kincaid Street

The eight study intersections were analyzed using Trafficware's software program Synchro 7 (build 761). Synchro is a software application ideal for optimizing traffic signal splits, offsets, and cycle lengths for individual intersections or systems of coordinated intersections. This application is capable of estimating LOS based on either the intersection capacity utilization (ICU) method or the HCM method. Traffic volumes collected by Traffic Count Consultants in 2008 were input into the Synchro model to determine the existing traffic operations at the study intersections, which are summarized in Table 3-4 and graphically shown on Figure 3-2.

Table 3-4: Existing 2008 PM Peak Hour Traffic Operations

Intersection	LOS Standard	LOS	Delay (sec/veh)
Division Street/Main Street[1]	(modified)[2]	C	18.6
Division Street/South First Street	D	D	53.1
South Second Street/Montgomery Street	(modified)[2]	A	10.0
Kincaid Street/South First Street	D	B	12.3
Kincaid Street/South Second Street	D	B	13.2
Kincaid Street/South Third Street	(modified)[2]	C	25.2
I-5 Southbound Ramps/Kincaid Street	(modified)[2]	C	32.0
I-5 Northbound Ramps/Kincaid Street	(modified)[2]	C	27.4

[1] The LOS for this two-way stop-controlled intersection is defined by the worst lane group.

[2] The 2005 Transportation Element allows these locations to operate worse than the general LOS standards.

As shown in Table 3-4, all of the study intersections currently operate at or better than their respective LOS standards.

Public Transit

Skagit Transit (SKAT) serves the City of Mount Vernon by providing fixed-route bus, Dial-a-Ride, and vanpool services. Skagit Station is a multi-modal transportation facility located on East Kincaid Street providing transfer opportunities between SKAT, Greyhound, Amtrak, and local taxi service. Skagit Station also serves as the hub for the County Connector, which provides bus service between Skagit, Whatcom, and Snohomish Counties.

SKAT operates seven fixed bus routes, most of which access the downtown area via Kincaid Street, South Second Street, and Freeway Drive. There is no transit service along Main Street or First Street. Table 3-5 summarizes SKAT operations through the downtown area.

Table 3-5: SKAT Service Areas and Hours of Service

Bus Route	Route Description	Weekday Hours of Service (headways)	Saturday Hours of Service (headways)
204	Skagit Station/Skagit Valley College/Skagit Valley Hospital	7:00 AM to 8:30 PM (one hour)	None
205	Skagit Station/Skagit Valley College/Skagit Valley Hospital	7:30 AM to 9:00 PM (one hour)	8:30 AM to 6:00 PM (one hour)
207	Skagit Station/LaVenture Road	7:00 AM to 6:00 PM (half hour)	8:00 AM to 5:30 PM (half hour)
208 North	Skagit Station/Jefferson School/Wal-Mart/Cascade Mall	7:15 AM to 9:00 PM (half hour)	8:15 AM to 6:15 PM (half hour)
208 South	Cascade Mall/Skagit Station	6:45 AM to 8:45 PM (half hour)	8:15 AM to 6:15 PM (half hour)
513	Skagit Station/Cascade Mall/Anacortes	7:00 AM to 6:00 PM (4 times/day)	None
615	Mount Vernon/La Conner	6:30 AM to 7:00 PM (5 times/day)	None

Non-Motorized Facilities

The 2005 Comprehensive Plan Transportation Element identifies non-motorized systems as facilities that weave communities together, enliven neighborhoods, and enrich lives. To that end, the City of Mount Vernon is collaborating with Skagit County to create an integrated and comprehensive non-motorized network consisting of connected bicycle routes, pathways, and trails.

The downtown non-motorized system consists of a network of raised sidewalks lining both sides of the streets to accommodate non-motorized travel throughout the study area. Main Street, which is primarily used for on-street parking, is the only street within the study area without sidewalks; however, an off-street non-motorized facility exists along the Skagit River shoreline. Striped bike lanes do not currently exist within the downtown area; however, Division Street and South Second Street are designated bicycle routes.

Parking

Business and residential developments in the study area are required by the City's Municipal Code to provide a specified number of off-street parking spaces for employees, customers, and residents. Property zoned C-1 does not have to provide these spaces on-site and the Code provides for the cooperative use of off-street parking facilities. The Code also defines parking space dimensions, the minimum number of accessible parking spaces that must be provided, and other.

Downtown Mount Vernon has an existing parking inventory of approximately 1,840 on- and off-street parking spaces. Of this total, 974 (53 percent) are open to the general public with 532 spaces located in public lots and 442 on-street parking spaces. Roughly 350 of the 974 public parking stalls are located west of Main Street between Division Street and Kincaid Street. On-street parking is typically limited to two hours, but the public lots have no time limits.

The remaining 866 (47 percent) parking spaces are privately owned and restricted for general public use. Business parking lots, which are reserved for employees and/or patrons, provide 420 parking spaces. County-owned parking spaces, which are either primarily reserved for employees or are open to the public for County-related business, offer a combined total of 446 parking spaces and generally have a one-hour time limit.

A 2005 weekday parking utilization survey determined that occupancy is around 84 percent for County public parking spaces, 78 percent for public lots, and 66 percent for on-street parking (E.D. Hovee et al. 2005). Parking utilization on private business lots averaged 64 percent, followed by restricted County lots at 60 percent. Overall, downtown Mount Vernon's on- and off-street parking inventory is well utilized, but there is limited available parking to accommodate additional demand. Table 3-6 summarizes the downtown parking supply and utilization by type and identifies the typical time limits.

Table 3-6: Downtown Parking Supply and Utilization

Parking Type	Typical Time Limits	Number of Spaces	Proportion of Total Parking Inventory	Utilization
Public lots	None (short & long-term)	532	29%	78%
On-Street	2 hour, minimal number at 15 minutes	442	24%	66%
Business lots	None (short & long-term)	420	23%	64%
County restricted	None (primarily employee)	318	17%	60%
County public	1 hour, minimal number at 15 minutes	128	7%	84%
Total		**1840**		**69%**

Source: Mount Vernon Parking Garage Feasibility Study (E.D. Hovee et al. 2005).

General industry standards for parking utilization identify "trigger points" for more aggressive parking management, development of additional parking supply, or other measures. For short-term parking, 85 percent is a typical standard, as the availability of parking appears more constrained to a shopper or visitor when the 85 percent level is exceeded.

Existing Deficiencies

Existing Level of Service Deficiencies

The 2005 Comprehensive Plan Transportation Element identifies Division Street from Ball Street to Freeway Drive as deficient, operating at arterial LOS E. The Division Street/South First Street/Freeway Drive intersection currently operates at the City's LOS D standard; however, the delay (53.1 seconds of delay/vehicle) is approaching LOS E (55.0 seconds of delay/vehicle) and the City has identified this corridor as an area of substantial congestion during peak hours and special events, such as the annual Tulip Festival. At this intersection, high delays are primarily due to high volumes of conflicting movements with limited potential capacity improvements due to downstream capacity constraints (two existing lanes on the Division Street bridge).

Existing Non-Motorized System Deficiencies

The downtown area of Mount Vernon provides a grid system of sidewalks that accommodate non-motorized travel throughout the study area. However, other amenities, such as landscaping, benches, lighting, and striped bicycle lanes, are generally absent. Additionally, many sidewalks in the downtown core area are relatively narrow and not wide enough to allow two couples to pass each other without moving (i.e. wide enough for four people). This sidewalk width is typically considered to be ideal for a pedestrian-oriented CBD district.

The City of Mount Vernon also identifies the Division Street/South First Street/Freeway Drive intersection as potentially challenging from the non-motorized travel perspective due to wide intersection legs formed from a skewed angle intersection orientation. Additionally, pedestrians are required to make a two-stage crossing across the east leg and a three-stage crossing across the west and north legs as a result of channelized southbound-right and westbound-right lanes. Three small islands provide refuge during crossings but are too small to accommodate queues that form while waiting for the light and may increase pedestrian crossing time and lower the desirability as a walking route. Impatient pedestrians may also accept greater risk crossing single lanes from the pork chop islands, which could increase the potential for vehicle-pedestrian conflicts.

Existing Parking Deficiencies

The overall parking utilization for the downtown area is around 69 percent, which is lower that the typical 85 percent trigger point for the development of additional parking supply. However, there are parking shortages in two specific locations: the two-block area in the southern downtown core between Main/First/Pine/Gates Streets and another two-block area to the north bounded by First/Second/Division/Montgomery Streets. Additionally, both County public lots and portions of South First Street exceed the 85 percent threshold during peak-use periods. In a survey of downtown businesses, the majority of respondents expressed some level of dissatisfaction with the current parking system. (E.D. Hovee et al. 2005).

3.3. STREETSCAPE, OPEN SPACE, PUBLIC AMENITIES, AND CHARACTER

Streetscape

There are sidewalks on most streets throughout downtown, except in some places along the revetment. Sidewalks are relatively narrow, except for First Street, and few amenities exist to enhance the pedestrian experience.

First Street is the primary pedestrian and retail district in the downtown core. To improve the pedestrian experience on First Street, on-street parking has been eliminated for a half block on alternating sides of the street to provide wider sidewalks and amenities such as street trees, benches, landscaping, and pedestrian lighting. There is one traffic lane in each direction and traffic is relatively slow moving, with stop signs and signals at nearly every intersection. Contiguous building facades and storefronts line both sides of the street between Division Street and Kincaid Street, and First Street serves as the main spine of the pedestrian-oriented core.

Both Second Street and Third Street carry more traffic than First Street, and accommodate faster-moving through traffic in two directions. Many buildings along these streets are freestanding and have on-site surface parking. Uses tend to be auto-oriented, and sidewalks are utilitarian.

Main Street is one-way northbound north of Kincaid Street, except in the block just south of Division Street. The street is used primarily for access to parking and, with minimal accommodation for pedestrians, is very auto-oriented.

Division Street is dominated by vehicular traffic, providing the only cross-river access in downtown. Sidewalks are narrow and the absence of on-street parking together with the volume and speed of traffic make them uninviting to pedestrians. The traffic volume and crosswalk configuration at the intersection of Division Street and First Street are an impediment to pedestrian movement. The fact that the streets do not intersect at a right angle results in long crosswalks, poor visibility, and a confusing non-grid pattern that limits the northern extension of the pedestrian-oriented area north of Division Street.

Kincaid Street provides direct access to Interstate 5, and as a consequence carries a high volume of traffic in and out of downtown. At its intersection with Third Street it provides a direct route to Division Street and the SR-536 bridge over the Skagit River. At Second Street it provides a direct route to a bridge over the freeway to the north. At both Second Street and Third Street, Kincaid Street also provides access to the south. With narrow sidewalks and a high volume of traffic in both directions, Kincaid Street is very auto-oriented. The width of the street east of First Street makes for long pedestrian crossings, and the lack of pedestrian-oriented uses and activities discourages foot traffic from venturing south of the core.

Streetscape improvements in the areas surrounding the core are minimal. North of Division Street, sidewalks are sporadic and discontinuous. East of the railroad there are few sidewalks and only two places to cross the tracks on foot: at Kincaid Street and Montgomery Street. South of Kincaid Street there are sidewalks on most streets, but few streetscape improvements.

Open Space

The largest open space downtown is the Skagit River, but views of the river and access to it are limited. Views to the river from downtown streets are blocked by the revetment along the river edge, which is four to six feet above the elevation of First Street. There is a narrow wooden walkway on the revetment along the river edge, but it is separated from downtown sidewalks by parking.

One block of Pine Street between First Street and Second Street has been closed and landscaped to create a pedestrian plaza. It provides one of the few places in the core where people can enjoy relaxing or eating outside on a nice day.

The forecourt of the old Courthouse on the north side of Kincaid Street is another open space that provides an attractive setting for the historic building and an attractive landscape amenity along this entrance to downtown. At the west end of Kincaid Street is another open space that provides a patch of green, and there are several similar open spaces scattered in the neighborhood south of Kincaid Street. North and south of the core there is an unimproved trail and vegetation on the dike along the river.

Public Amenities

Public amenities within downtown include the pedestrian improvements on First Street discussed under Streetscape, and the riverside walkway and the closed block of Pine Street discussed under Open Space. Another public amenity is a freestanding colonnade and seating area between the sidewalk and an adjacent surface parking lot on the northeast corner of First Street and Gates Street. Public facilities downtown include City Hall and the Skagit County Courthouse, offices, and jail. Benches are provided on sidewalks on First Street and in all public plazas.

There are currently no public spaces downtown dedicated for outdoor performances or the Mount Vernon Farmer's Market, which is currently held on the weekends in the parking areas on the revetment west of Main Street. The Pine Street pedestrian plaza has a limited area for this sort of activity.

Character

The character of downtown is heavily influenced by its location between the Skagit River and the interstate freeway and hill to the east. The development pattern is dictated by a rectangular grid of streets roughly parallel to the river. The core of downtown, where the densest development is located, is contained on the east by railroad tracks and on the north and south by arterial streets. The major vehicular entrances to downtown are indirect, skirting the edges of the core rather than focusing on it directly. As a consequence, the core is not highly visible from adjacent roadways or other parts of the city. Downtown expansion is constrained by the river and freeway, so horizontal growth can only occur to the north or south.

South First Street between Division Street and Kincaid Street is a traditional small-town retail district, with contiguous storefronts and other pedestrian-friendly amenities as described above. The rest of the downtown core is more pedestrian-oriented than any other part of town, but non-vehicular connections to areas outside the core are constrained by perimeter high-traffic-volume streets. As a result, most people drive to the downtown core but once there, they can get around fairly well on foot, which is an important part of the unique character of downtown.

The river is not visible from street level throughout downtown. Downtown is separated from the river by the revetment, which currently consists of an expanse of surface parking that further separates downtown from the river.

Buildings in downtown are mostly one to two stories, with a few taller than that. The presence of many older, historic structures is also unique to downtown. There are a number of landmarks which contribute to the unique character of downtown. In addition to the river, downtown landmarks include:

- Division Street Bridge
- Old smokestack north of Division Street
- Historic County Courthouse
- Old granary
- Lincoln Theater
- President Hotel
- Old Post Office building
- Mount Vernon water tower

3.4. INFRASTRUCTURE

Flood Control

Downtown Mount Vernon is currently protected from flooding by a levee on an alignment that runs along Main Street from Division Street south to Kincaid Street and then runs along First Street South. When predicted river stages exceed the height of the existing levee, a temporary floodwall is constructed along the top of the existing levee. Historically, the temporary flood wall was built of sandbags by volunteers, coordinated by the City's Public Works and Fire Departments. In 2007, the City purchased a portable flood wall that provides an additional four feet of protection and can be erected by City crews. The City has successfully erected this flood wall but it has not yet been tested by actual flood waters.

Although recent flood fights have been successful, downtown Mount Vernon is within the current 100-year floodplain as designated by FEMA and shown in Figure 3-3.

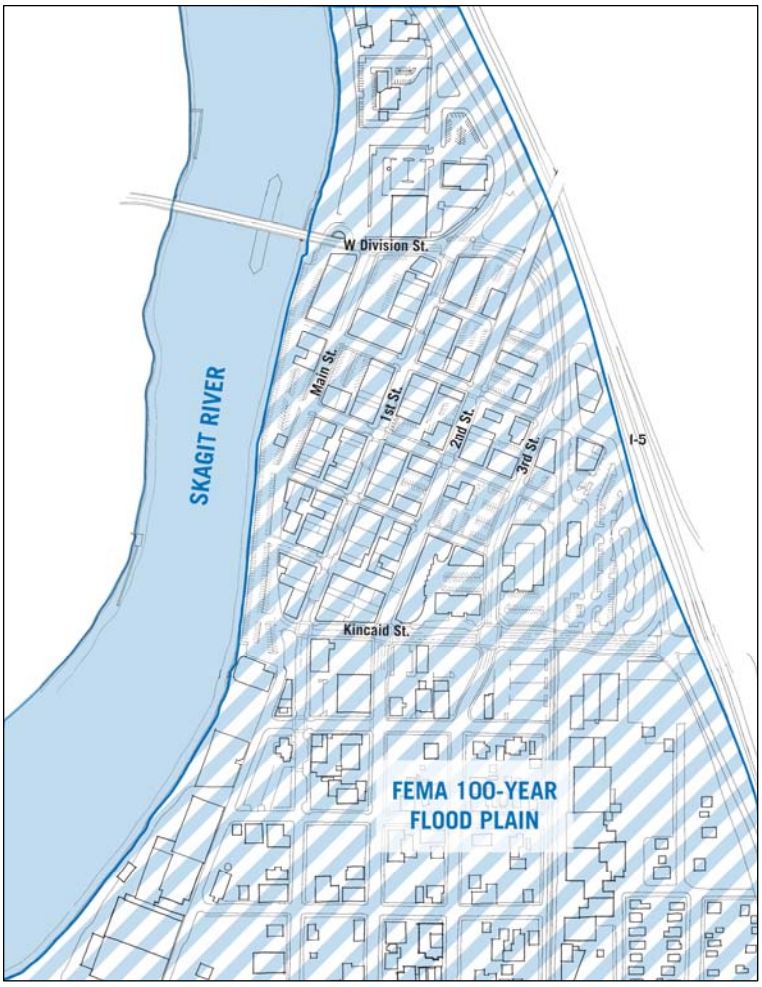

Figure 3-3: Current FEMA 100 Year Flood Plan

Utilities

Utilities serving downtown Mount Vernon include municipal water, electricity, natural gas, stormwater management, and waste water.

Municipal Water

Public Utility District #1 of Skagit County supplies water to residents, businesses, and industries throughout most areas of the city and county. The District's water filtration plant draws water from Judy Reservoir, which is supplied by streams in the Cultus Mountains east of Mount Vernon.

Water service for the downtown core area of Mount Vernon is comprised of mostly 8-inch looped mains, which are connected to 6-inch, 12-inch, 16-inch, and 18-inch mains within the study area. Larger 18-inch mains exist within Freeway Drive, North First Street, and Main Street and typically run north-south within the downtown area. There are no known deficiencies with the existing distribution and storage system.

Wastewater

The Wastewater Division of the Mount Vernon Public Works Department is responsible for wastewater collection, treatment, and disposal, with a service district that encompasses the City's Urban Growth Area. The Division operates 12 sanitary pumps stations and maintains approximately 108 miles of sanitary sewer line. The City's wastewater treatment plant (WWTP) processes an average of four million gallons of wastewater a day. Treatment plant effluent is discharged through an outfall pipe to the Skagit River. Solids from the treatment process that meet regulatory limits for metals and toxics are certified as Class B biosolids and then transported to eastern Washington for application on dryland grain crops.

Currently, the City is working on upgrading and expansion of the WWTP. The work will provide capacity to treat wet weather flows for control of Combined Sewer Overflows (CSO) and to meet demand from expected population growth over the next 20 years.

Most of the downtown Mount Vernon area is served by a combined sewer system, which collects and conveys both sanitary and storm sewer flows. Flows from the system are routed to the WWTP for treatment during normal flow conditions. During high-flow events that are typically associated with periods of heavy rainfall, the capacity of the system is exceeded and wastewater is directly discharged to the Skagit River through one of two overflow structures located within the study area. These overflow structures commonly referred to as combined sewer overflows (CSO) are connected into the Division Street Pump Station and are located at First Street and Freeway Drive and Division Street under the Second Street Overpass.

In 1997, the Central CSO Regulator went on-line as part of the City's on-going efforts to minimize CSO events. Installation of the Central CSO Regulator was the first of a three-phase approach to reduce overflow events as originally outlined in the City's CSO Reduction Plan. The Central CSO Regulator is a 60-inch pipe that provides both conveyance and storage capacity with a volume close to 1 million gallons and a storage capacity, which ranges from 0.6 to 0.8 million gallons depending on the storm event. Installation of the Central CSO Regulator was projected to reduce overflow events to 12 events per year; however, the number of events has averaged 12 from 1998 to 2007.

The next phase of the City's CSO reduction plan to be completed by 2015 consists of upgrades to the WWTP to accommodate a combined maximum conveyance capacity of 25.8 mgd. These upgrades are aimed at reducing the City's overflow events to less than 1 per year. Monitoring the performance of the Central CSO Regulator system through 2010 will provide additional system data and flow characteristics to be used in the analysis and design of the WWTP upgrades.

Stormwater and Drainage

The City's Stormwater Management Division manages the Surface Water Utility, which installs and maintains a network of surface water facilities including storm drains, culverts, catch basins, and detention ponds. Stormwater runoff within the study area generally discharges into the CSO system described above. There are few dedicated storm drain lines identified by City GIS data, which are located along North First, Division, and West Section Streets. It is understood that these storm drain lines discharge to the Skagit River. In most of Mount Vernon, storm drains discharge directly to the Skagit River or tributary streams.

Electrical Power

Electrical energy is provided to Mount Vernon and surrounding areas by Puget Sound Energy (PSE), which has authority to provide electric and natural gas service within its 6,000 square mile service area. In addition to local distribution lines, there is a high voltage transmission line that runs along the Main Street right-of-way.

Natural Gas

Mount Vernon is located within the service areas of both Cascade Natural Gas and PSE. Natural gas is transported into the providers' service areas through interstate pipelines owned and operated by Williams Northwest Pipeline (Puget Sound Energy 2006; Cascade Natural Gas 2006). Once the utility takes possession of the product, it is distributed to customers through utility-owned lines.

Telecommunications

Telephone service is provided by Verizon and cable television service is provided by Comcast.

3.5. DEMOGRAPHICS AND ECONOMICS

The concepts and strategies for the Mount Vernon Waterfront Area and Downtown Master Plan are based on a realistic assessment of the economic potential for the area. Such an assessment provides a starting point for identifying the physical improvements, implementation strategies, and financial programs in the plan. Physical improvements will enhance the attractiveness and desirability of all of downtown. These improvements include a promenade on top of the dike along the river, streetscape improvements throughout downtown and connecting to the river, traffic improvements to enhance the downtown experience, and increases to the parking supply. In total, the plan and associated improvements will increase the attractiveness of downtown as a place to live, shop, work, or visit.

A market analysis was prepared for downtown to consider the potential demand for development of additional retail, office, residential, and lodging. The analysis of each use considers the potential competitive position of downtown and its ability to capture additional development. The results of the analysis are projections of potential development for the next 20 years.

This section of the Master Plan summarizes the results of the market analysis.

Demographic and Economic Conditions

Mount Vernon is the largest city in Skagit County with a population of 28,710 in 2006. The population of the city's urban growth area is projected to grow to 47,000 by 2025. The city has a lower median age and higher household size than the county as a whole.

Government is the largest employment sector, with the County being the largest single employer. Both County and City facilities are located in downtown. Skagit County and Mount Vernon are popular visitor attractions with estimated visitor-related employment in the County almost as great as the construction sector.

Retail Demand

Mount Vernon's neighbor to the north, the City of Burlington, dominates the local retail market with several regional scale retail centers. However, Mount Vernon still captures retail sales well in excess of estimated spending by city residents, making it a net attractor of retail activity.

Downtown Mount Vernon captures approximately 7.5 percent of taxable sales for retail trade and selected service sectors city-wide. The 116 retail and related businesses include a grocery store, food co-op, furniture store, antique stores, pharmacy, theater, restaurants, and specialty gift shops.

Projected retail demand for the city, based on an assumption of constant capture rate for resident spending, is projected to increase by 3.4 percent per year in real (uninflated) terms, supporting an increase of two million square feet of new development by 2025. Downtown Mount Vernon could capture a portion of that demand through city-wide growth, spending by new downtown residents, and increased visitor activity. The downtown projected share is 280,000 square feet, 14 percent of the projected city-wide demand.

Office Demand

Downtown Mount Vernon is the center of government for the County and a preferred location for many financial and professional service businesses. County-wide office demand is projected to grow 32,500 square feet per year over a ten year period, and Downtown could capture 20 percent of that amount. Downtown could attract a signature office building and continue to serve as the premier office location for financial and professional services firms. Existing downtown private office employment is approximately 15 percent of city-wide employment in those sectors.

Residential Demand

Mount Vernon had an estimated 10,972 housing units in 2007, of which approximately 31 percent were multifamily units. However, only 161 new multifamily units have received building permits since 2000. Almost one-third of the multifamily units are classified by the City as serving low-income households (those with income levels at or below 80 percent of the median for the county).

There are 179 housing units in downtown Mount Vernon. 127 of those units are multifamily, and 73 percent or 93 units of those are low-income. There are few market-rate housing units available downtown. This condition contrasts with other waterfront communities such as Fairhaven, Edmonds, and Bremerton in the Puget Sound area where residential development has been strong; resulting from both changes in consumer preferences and City investment in infrastructure and development incentives such and tax exemptions.

There are few high quality market-rate apartment units in Mount Vernon. Condominium activity has been strong with almost 300 units sold since 2003. Most of these units are located on a golf course or on the foothills to the east of downtown.

The strongest potential market segment for multifamily residential development downtown in the near term is empty nesters, followed by the young singles and couples segment. There are approximately 1,220 households in Mount Vernon with at least one member over 55 years of age and a household income over $50,000. Realistically, 150 of those households could be attracted to downtown condominiums over the next ten years. Similar levels of development could be supported in subsequent years. In addition, 50 apartment units could be supported in the next ten years, growing to 100 units in the subsequent ten years.

Lodging Demand

With two new lodging properties developed in the area in the past eighteen months, there is limited support for new lodging in Mount Vernon in the next five years. (The Winter Olympics in Vancouver in 2010 will benefit existing properties and provide tax revenues to the City, but the short duration of the event will not support new construction.) Opportunities for new development should emerge after this period.

There are no hotels in downtown at the present time, but the employment center in downtown will attract commercial travelers. Downtown is conveniently located with good visibility off I-5. Mount Vernon and the Skagit Valley are popular tourist destinations, with visitors attracted to hiking, wildlife viewing, shopping, and festivals. A site on the river as part of a mixed-use development would be attractive for tourist and commercial travelers, and a site with excellent highway access and visibility, such as the site of the Christianson Seed Company, would also be well suited for redevelopment as a hotel.

Summary of Downtown Economic Opportunity

The demand for retail space, office space, residences, and lodging is summarized in Table 3-7.

Table 3-7: Summary of Demand

	Next 10 Years	Subsequent 10 Years
Retail	125,000 square feet	155,000 square feet
Office	55,000 square feet	65,000 square feet
Residential	200 units	250 units
Lodging	100 rooms	100 rooms

4. Urban Design Framework Plan

Downtown Mount Vernon should retain its role as the center of city and county government, pedestrian-oriented retail, commercial services, professional offices, arts and cultural facilities, entertainment, and support services. Additional residential and hospitality uses should be added to this mix to create the most dense and diverse center of urban activity in Skagit County. While the focus for this concentration should continue to be the traditional downtown core (bounded by the river on the west, Interstate 5 on the east, Division Street on the north, and Kincaid Street on the south), the areas north of Division Street to Lions Park and south of Kincaid Street to Section Street should be developed to accommodate downtown support services, future expansion of the core, and the addition of more housing. The core should be linked to these areas not only by vehicular routes, but also by landscaped streets, open spaces, pedestrian and bicycle routes, and transit. The Urban Concept Diagram (Figure 4-1) and the Urban Framework Plan (Figure 4-2) illustrate in diagrammatic form the basic geography of downtown and the location and extent of recommended improvements to downtown Mount Vernon. Both illustrations are described below.

4.1. URBAN CONCEPT DIAGRAM

The Urban Concept Diagram (Figure 4-1) shows the fundamental physical structure of downtown. It shows the fundamental features of the Framework Plan (Figure 4-2), which together provide organization and structure to downtown. These features consist of:

- The Skagit River
- The railroad
- Interstate 5
- Arterial streets and secondary streets
- A north-south pedestrian spine along First Street extending the length of downtown (dashed line and tan cross-hatched background)
- Reconfiguration and improvement of the intersection of Division Street and First Street to extend the pedestrian-orientation north on First Street and to clarify circulation and improve safety (orange dashed circle)
- An improved riverfront promenade (Wavy line on a blue background)
- An improved pedestrian connection along Gates Street between Skagit Station and a new public plaza along the riverfront promenade (dashed line on green cross-hatched background)
- Improved gateways to downtown at the north end of First Street, the east end of Kincaid Street, and the east end of the Division Street bridge (Yellow arrows)
- Improvements to Kincaid Street to celebrate its role as the primary entrance to downtown from the freeway (green cross-hatching)

- Improvements to the intersection of Kincaid Street and First Street to extend the pedestrian-orientation south on First Street and to accent the termination of Kincaid Street at the river (orange dashed circle)

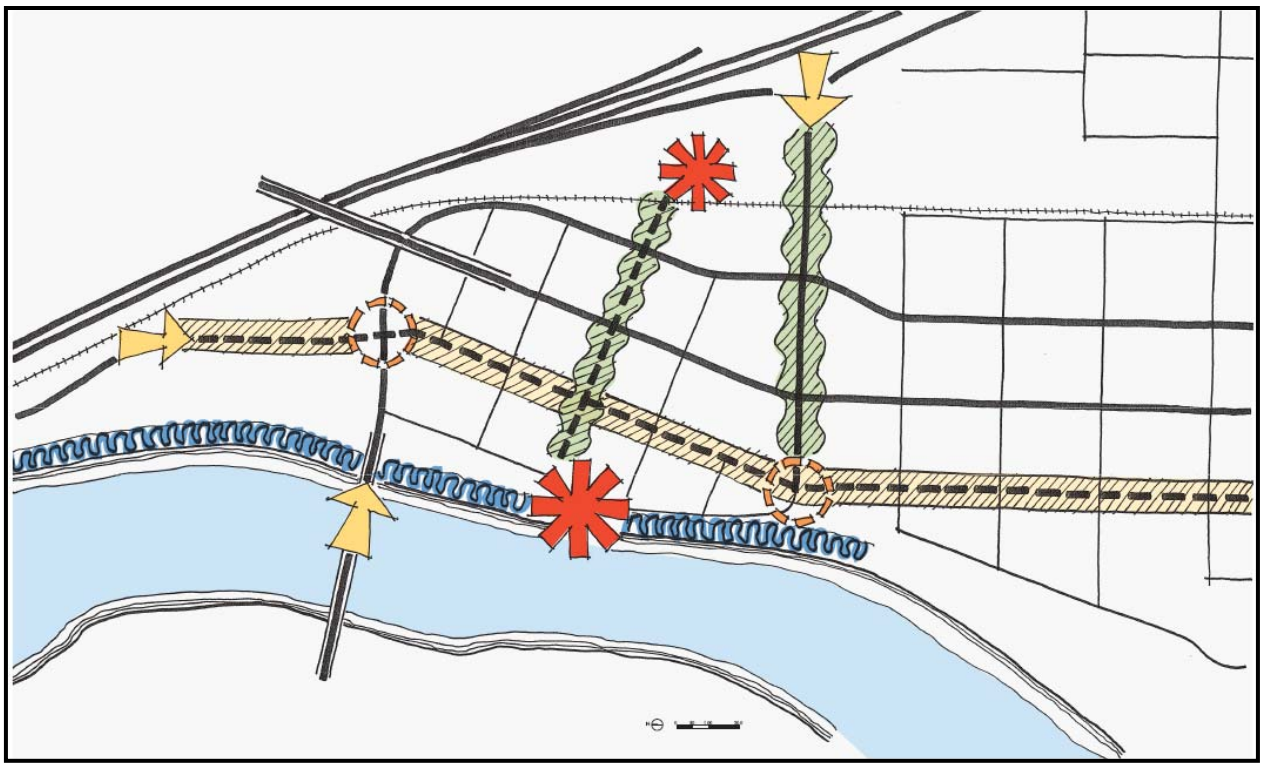

Figure 4-1: Urban Concept Diagram

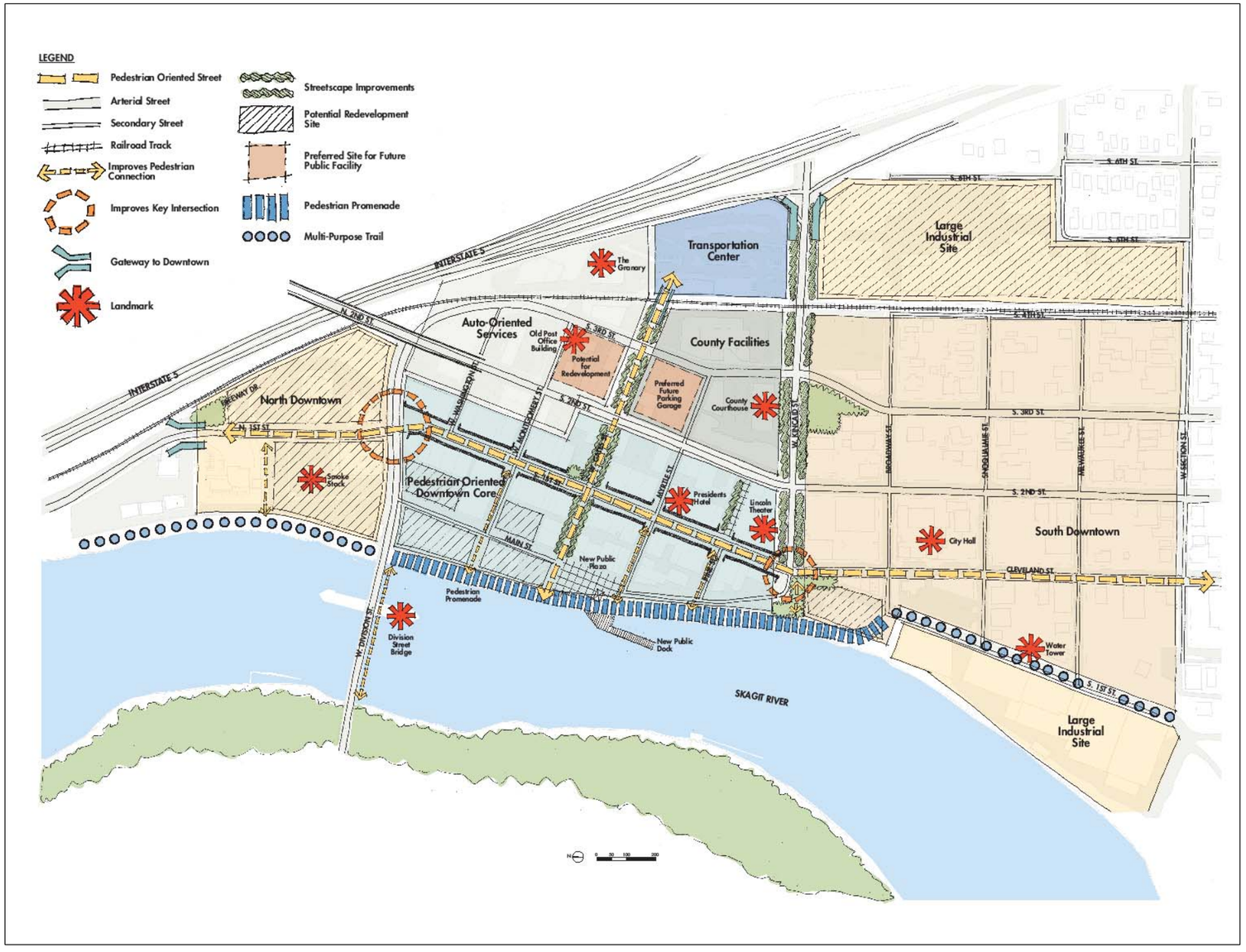

Figure 4-2: Urban Framework Plan

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4.2. URBAN FRAMEWORK PLAN

The Urban Design Framework Plan (Figure 4-2) shows the location and extent of recommended improvements to downtown Mount Vernon, which are described below. The plan divides the downtown into seven sub-areas, each characterized with a different quality and potential for improvement and development opportunities.

Pedestrian-Oriented Downtown Core

The greatest impact on the revitalization and redevelopment direction for Mount Vernon is the implementation of the flood control project. As part of this project a new pedestrian promenade along the river will be constructed offering views of the river. The Framework shows development opportunities on the east side of the promenade at the north and south ends. These would strengthen the existing retail core along First Street and introduce the opportunity for downtown housing.

Improved pedestrian connections along existing east-west streets are shown, to provide clear, safe and attractive pedestrian connections between the river and the downtown core. The west ends of these streets will include access points to the riverfront promenade.

A new multi- purpose public plaza is to be created as part of the flood control project. The plaza should be large enough to accommodate outdoor performances and events as well as a farmers market. The space has the potential to become the focal point for civic and community gatherings and events. The plaza is located at the western terminus of Gates Street.

Gates Street is delineated as a major pedestrian-oriented street linking the downtown core and the transportation center. As such, it should be improved with additional street trees, information kiosks for the posting of event flyers and other community information, public art and/or a water feature to enhance the pedestrian experience and provide a natural draw to the core from the transportation center.

An important principle guiding the development of the core area is improved access to the Skagit River. Its riverfront location is what makes downtown Mount Vernon unique among similar size cities in Washington and the importance of the river to downtown should be reflected in the civic improvements made in the pedestrian core. In order to provide a more direct experience with the river, a public dock to provide temporary moorage in the heart of downtown is identified in the framework plan.

First Street remains the heart of the retail district and is to retain its pedestrian friendly character. New development should take full advantage of adjacency to the river. Any redevelopment should require public access to the riverfront and provide connections to the multi-purpose trail and pedestrian promenade along the river in the downtown core.

South Downtown

This neighborhood south of Kincaid Street and north of Section Street is in transition. Potential development opportunities include services and facilities that support the downtown retail core and opportunities to increase residential density within close proximity to the retail core. The preferred site for the County Jail expansion is located in the south downtown sub-area.

Large Industrial Sites

Two large industrial areas flank the south downtown sub-area. The cold storage west of south downtown and along the riverfront will remain. Improvements to the pedestrian walk/path on top of the dike/levee are suggested to enrich the river experience.

Over time the industrial site east of south downtown is likely to be redeveloped. The north edge of the site fronts on Kincaid Street. Future development should take this into account, since it will contribute to the gateway experience into downtown.

County Facilities

This area is comprised of the historic County Courthouse, current County Jail, and administrative offices. The courthouse that fronts on Kincaid Street is a principal landmark of Mount Vernon enriching the entry experience into downtown. A new courtyard opposite the courthouse, across Kincaid Street, is recommended to enhance the entry experience. The preferred site for the future parking garage is located in this sub-area. It would replace the parking on the revetment displaced when the flood control measures and new pedestrian promenade are constructed

Skagit Station

The Skagit Station intermodal transit center and park and ride will remain in this sub-area. It will become more active and vital as the downtown increases in density and becomes more pedestrian oriented. Connections to and from the central retail core will be important. A new pedestrian bridge over the tracks linking Skagit Station to downtown and the waterfront is recommended to provide a safer and more convenient connection.

Auto-Oriented Services

Streetscape improvements, primarily street tree plantings along Second Street and Third Street would help calm traffic and integrate the area into the adjacent pedestrian-oriented downtown core. Streetscape improvements on Gates Street should continue through the sub-area, providing continuity and connectivity from the downtown core to the transportation center. One of the potential sites for the future parking garage are in this sub-area.

North Downtown

Similar to south downtown, this area provides opportunities for development of support services. Significant potential redevelopment sites allow for a seamless expansion of the retail core to the north along First Street. An improved and safer pedestrian crossing at the intersection of First Street and Division Street would help promote development north along the main retail corridor.

4.3. STREETS

The Framework Plan identifies a hierarchy of streets and streetscapes within the study area. The general attitude toward streets is to enhance walkability, improving the pedestrian character of downtown and better connecting the downtown to its riverfront.

- Kincaid Street, the primary entrance to downtown from the south, is shown as a tree-lined boulevard to provide an attractive and calming invitation into the downtown core. Kincaid Street is a high volume street that serves as a primary gateway into Mount Vernon, so it needs to reflect the character of the city.
- South First Street connects three sub-areas and is designated as a pedestrian-oriented street. Pedestrian improvements on South First Street should be extended north of Division Street and south of Kincaid Street to reinforce the role this street currently plays as the central spine of pedestrian activity through downtown.
- South Second Street and Third Street are the principal north-south arterials. Although they are heavily auto-oriented, the character of the streets should reinforce the overall character of a pedestrian-friendly downtown.
- Gates Street is shown on the Framework Plan as a pedestrian-oriented street becoming the primary east-west connection through downtown, linking the riverfront/pedestrian promenade, the new parking garage, and the existing transportation center to the east.
- The Framework Plan recommends improved pedestrian connections along other east/west streets (Montgomery, Myrtle, and Pine Streets) within the downtown core. The plan also identifies a new and safer sidewalk on the Division Street Bridge.
- The construction of the flood control project will affect Main Street. Main Street is shown on the plan as potentially being closed at the proposed public plaza with the exception of access for delivery and emergency vehicles.

The potential remains for a future bridge across the river at, or south of, Kincaid Street. Since a decision regarding the location of a new bridge has not been made, this plan does not show it, but can accommodate it in the future.

4.4. KEY INTERSECTIONS

Two key intersections on South First Street are highlighted for potential improvements:

- Currently the Division Street/First Street/Freeway Drive intersection is very difficult for pedestrians to cross. As development extends the retail corridor to the north, a new configuration at the intersection is suggested that will provide a clear and safe means of crossing for pedestrians.
- At the intersection of South First Street and Kincaid Street there is an opportunity to provide an attractive terminus to the entry experience down Kincaid Street, and to provide an inviting connection to the riverside pedestrian promenade. Improvements could include landscaping, public art, a water features or landmark; and they should be visible from a distance and inviting to pedestrians.

4.5. LANDMARKS

A number of landmark structures have been identified on the plan. The term “landmark” is used to describe the physical features of an urban landscape which people use to orient themselves and which contribute in a significant way to their image of the place. They are features that almost everybody who lives or works in Mount Vernon knows and might refer to in telling someone how to get around. These structures should be regarded as assets reflecting the character and history of the city:

- Division Street Bridge
- Old smokestack north of Division Street
- Historic County Courthouse
- Old granary
- Lincoln Theater
- President Hotel
- Old post office building
- Mount Vernon water tower

4.6. ALTERNATIVE DEVELOPMENT SCENARIOS

During the public involvement process, alternative development scenarios were prepared, both during the preliminary master plan phase (Phase I) and at the start of the final master plan (Phase III). These alternatives were prepared to illustrate some options for future development. The three options prepared during Phase III are shown in Figure 4-3 through Figure 4-5. Each alternative includes different options for the areas west of Main Street, north of Division Street, and at the west end of Kincaid Street (the current site of the Moose Lodge), as well as alternative sites for the new parking garage and new traffic circulation patterns. These different elements are illustrative only and are not to be considered specific "packages" of options. The alternatives were developed to generate feedback from the community to help guide the development of the final master plan. They are included here to illustrate the fact that future improvements can take a variety of forms while remaining true to the fundamental principles contained in the Framework Plan.

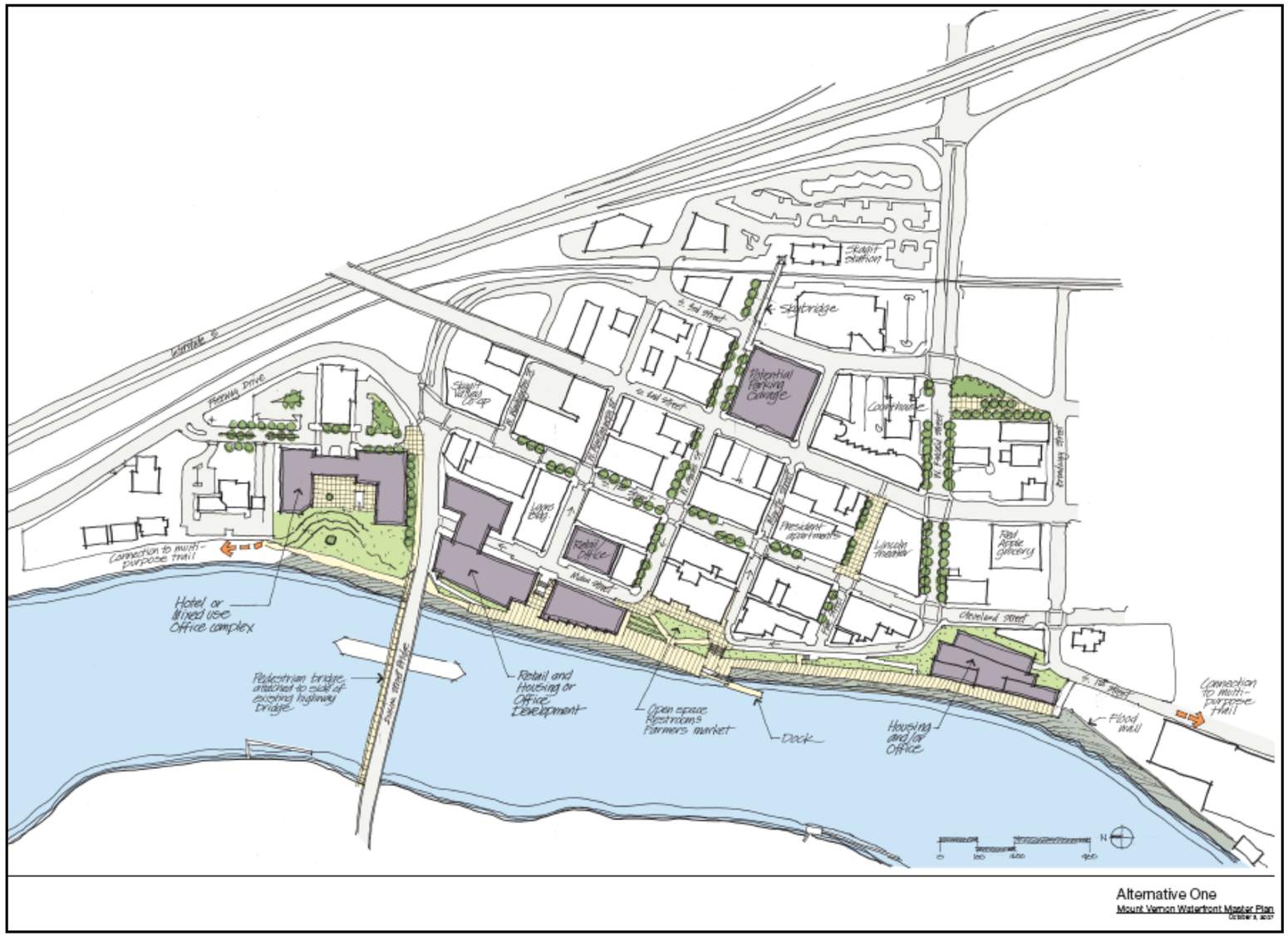

Figure 4-3: Master Plan Concepts, Alternative 1

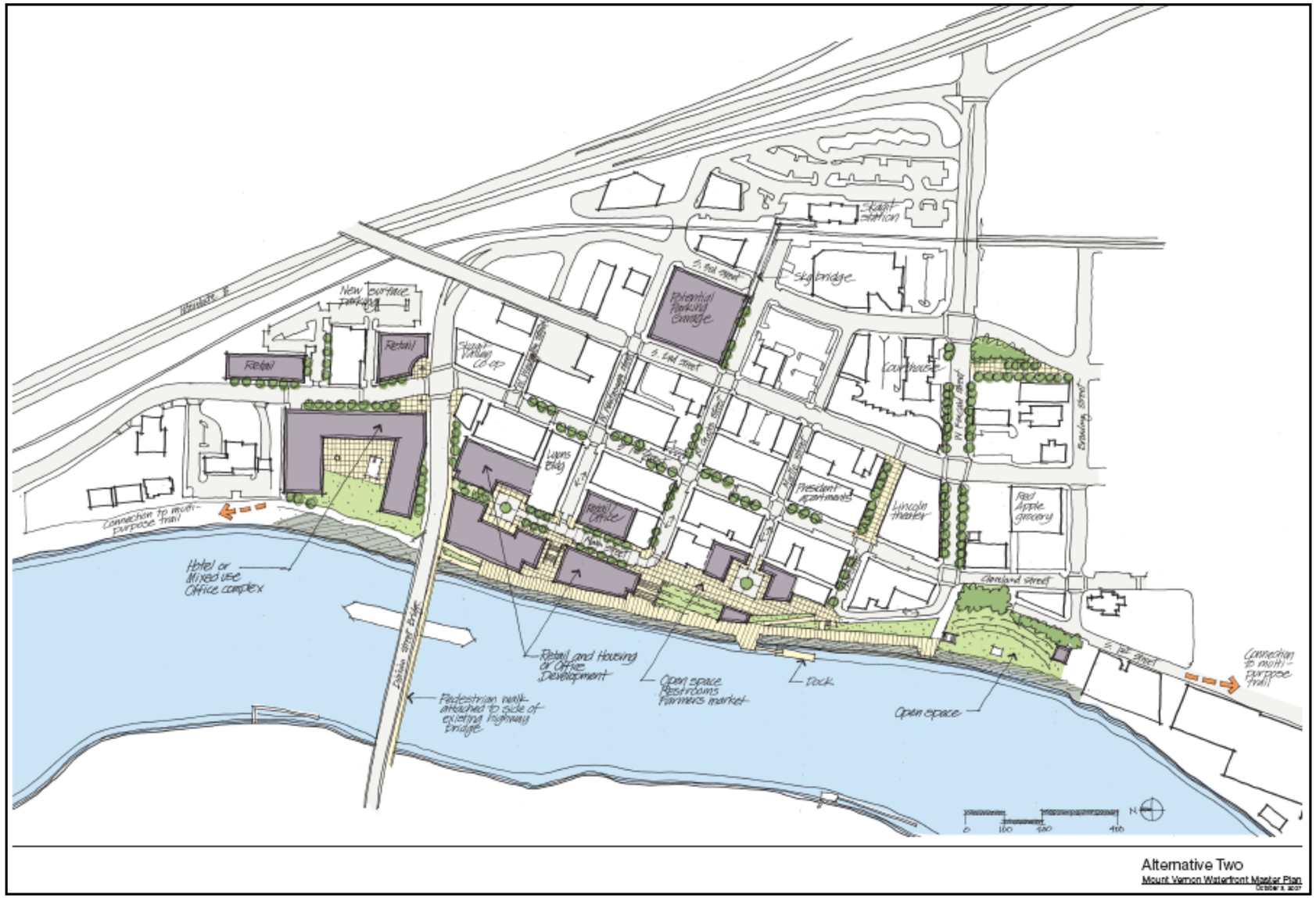

Figure 4-4: Master Plan Concepts, Alternative 2

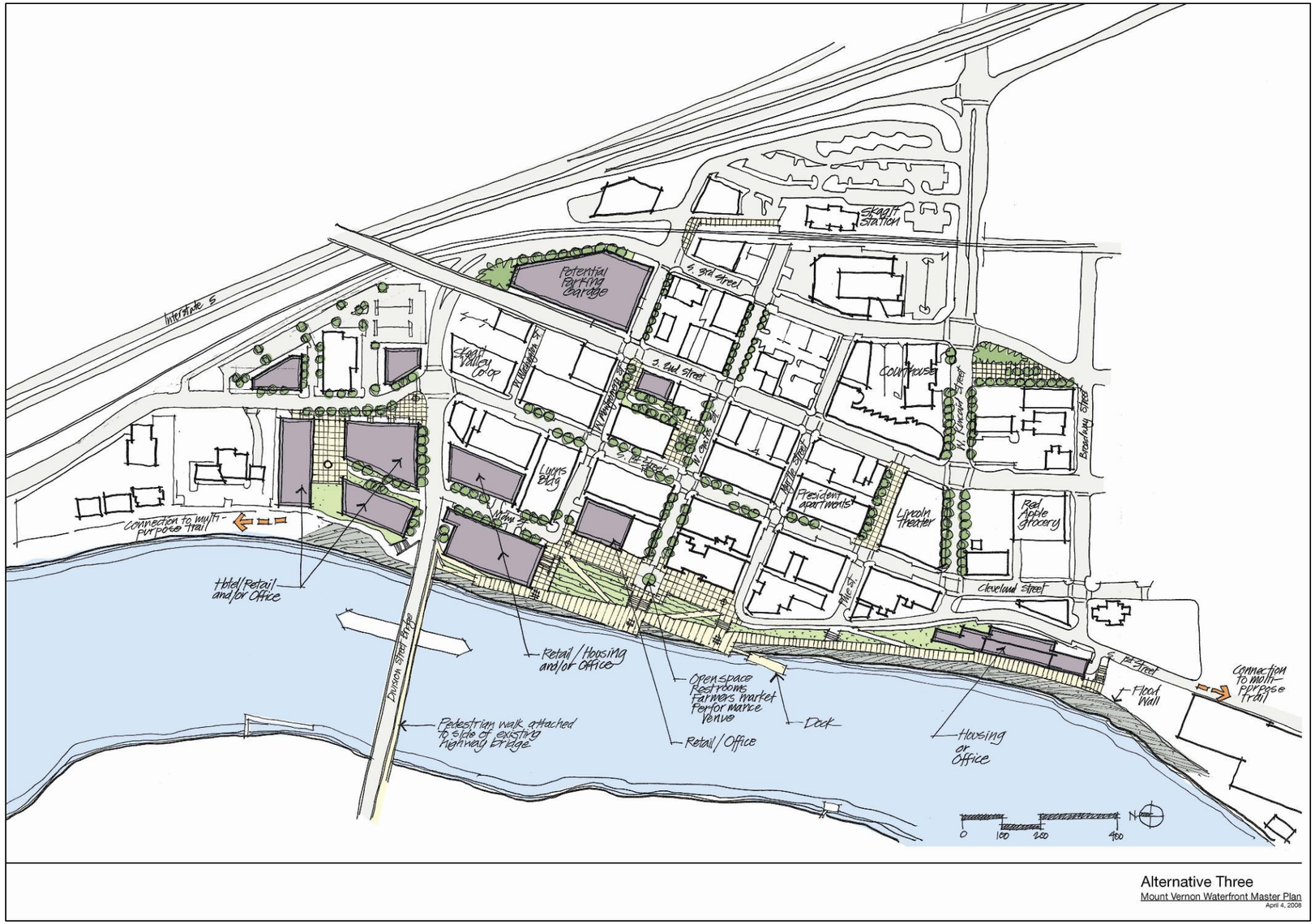

Figure 4-5: Master Plan Concepts, Alternative 3

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4.7. OPPORTUNITY SITES

Throughout downtown there are a number of sites that provide opportunity for redevelopment. Among them are the following:

1. Current site of the Moose Lodge
2. Revetment between Gates Street and Montgomery Street
3. Revetment between Montgomery Street and Division Street
4. Former Carnation Plant site
5. City owned parking lot on Main Street between Gates Street and Montgomery Street
6. Parking lot behind Lyons Furniture at the corner of Main Street and Division Street
7. North Downtown east of First Street (includes Scott's Bookstore)
8. Block surrounded by Second, Third, Gates, and Myrtle Streets (preferred new parking garage site)
9. Block surrounded by Second, Third, Montgomery, and Gates Streets (alternate new parking garage site)
10. Three blocks surrounded by Milwaukee, Third, and Kincaid Streets and the railroad tracks (preferred new jail site)
11. Christianson Seed Company

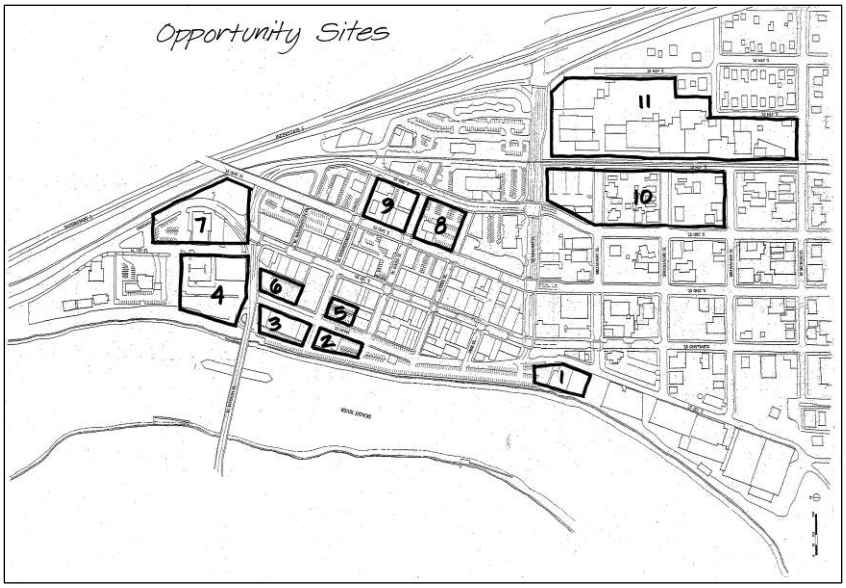


Figure 4-6: Opportunity Sites

Details of these sites, including potential uses and development constraints, are included in Appendix A.

5. Land Use and Development

5.1. INCREASED DENSITY AND INTENSITY

Downtown should contain buildings having sufficient height to provide urban residential density, a high concentration of employment, and intense commercial and retail use. By increasing the density and diversity of uses and activities in the core, downtown could become an exciting place distinct from other regional locales and a popular destination for visitors. A diverse mixture of uses juxtaposed within a pedestrian-friendly environment would result in a walkable urban character that is attractive to residents, employees, and visitors, and strengthens the economic vitality of downtown.

5.2. MIXTURE OF LAND USES

Mixed-use development is a viable tool for stimulating economic diversity, and should be encouraged downtown, particularly in the core. A typical mixed-use project has retail businesses and pedestrian-oriented activities at street level, commercial or office uses above that, and housing on the upper levels. The horizontal mixture of uses along the street is also encouraged.

5.3. MORE HOUSING DOWNTOWN

While the commercial core may have primarily office, retail, entertainment, and cultural uses, residential development should also be encouraged to provide a population that brings vitality and security into the evening hours. With a variety of services and amenities within walking distance, the downtown area should become an increasingly attractive place to live, and the additional residents will strengthen the market for new and existing downtown businesses.

5.4. REDEVELOPMENT OF PROPERTIES ACQUIRED FOR FLOOD CONTROL

All property west of Main Street between Division Street and Kincaid Street will be purchased from willing sellers by the City of Mount Vernon for the flood control project. Once the flood control project is constructed, the remaining area under the City's ownership, along with the existing parking areas owned by the City, will be available for redevelopment. The conversion of the downtown riverfront into an amenity rather than a surface parking lot would make these properties attractive for redevelopment oriented to the river and to the new pedestrian promenade. Uses at the promenade level should be pedestrian-oriented retail, restaurants, and services, with housing or office uses above. Parking should be located within structures. Structures should be terraced down toward the river to maximize views, and view corridors along the east-west streets should be preserved.

5.5. REDEVELOPMENT OF UNDERDEVELOPED PROPERTIES

Over time, many currently underdeveloped properties downtown will be redeveloped, particularly after completion of the flood control project. The City should employ a variety of techniques to encourage desired development, including upgraded and expanded infrastructure, public/private partnerships, the development and management of parking, and the acquisition and disposition of public property. New development should reinforce pedestrian activity at street level and contribute to the desired character of downtown.

6. Transportation and Parking

6.1. STREETS

Under the Framework Plan, the primary vehicular routes in downtown Mount Vernon would continue as they are today. Functional classifications would not change and roadway characteristics would generally be similar except along roadways slated for improvements to create more pedestrian-oriented corridors. Intersection channelization would also be similar, except at locations where operational or safety improvements are identified.

Travel patterns may change due to potential circulation changes along Montgomery, Gates, Myrtle, and Pine Streets between Main Street and South First Street where two-way streets may be converted to one-way streets. However, these localized changes in travel patterns are not expected to substantially affect the regional distribution of traffic into and out of the downtown area. Potential changes to roadway circulation are identified in the three Alternative Development Scenarios shown in Figure 4-3 through Figure 4-5. These three Alternative Development Scenarios are included in this Framework Plan as background information on the master planning process and to illustrate how future improvements can take a variety of forms; they are illustrative only and are not to be considered specific "packages" of options.

Based on expected operational deficiencies and pedestrian safety concerns, channelization improvements to the Division Street/South First Street/Freeway Drive intersection should be explored. One potential improvement includes re-orienting the intersection legs to 90 degree angles, which would create a more pedestrian-friendly crossing by shortening the crosswalks and improving lines of sight for both pedestrians and drivers. Another potential improvement is to extend South Third Street as a northbound one-way road connecting to Freeway Drive further north of Division Street. This would divert traffic volumes and improve operating conditions at the Division Street/South First Street/Freeway Drive intersection.

6.2. PM PEAK HOUR VOLUMES

Forecasted year 2028 PM peak hour volumes accounted for background growth in traffic volumes as well as additional traffic generated by the redevelopment potential in the Mount Vernon CBD. The background growth rate was calculated using historical 2005 count data collected by Skagit County Public Works. Comparing the 2005 count data to the 2008 count data showed a system-wide annual growth rate of 0.6 percent. This background growth rate was applied to the existing 2008 traffic volumes and forecasted out to the year 2028.

Based on the economic analysis conducted for the Master Plan and data provided in the Institute of Transportation Engineers' (ITE) *Trip Generation, 7th Edition* (2003), additional traffic generated by the redevelopment potential was calculated and distributed throughout the downtown area according to the existing distribution patterns. Table 6-1 summarizes the daily and PM peak hour trips generated according to the economic analysis.

Table 6-1: Daily and PM Peak Hour Redevelopment Trip Generation

Land Use	Variable		ITE Land Use Code	Daily Trips			PM Peak Hour Trips		
				Total	In	Out	Total	In	Out
Retail	280	K ft²	814	12,410	6205	6,205	759	334	425
Office	120	K ft²	710	1,536	768	768	214	36	178
Residential	450	Units	230	2,306	1153	1,153	207	139	68
Hotel/Lodging	200	Rooms	310	1,634	817	817	118	63	55
Net Traffic Increase				17,886	8,943	8,943	1,298	572	726

As shown in Table 6-1, the redevelopment potential would generate approximately 1,300 additional PM peak hour trips through the downtown area. These additional trips generated were added to the year 2028 forecasted traffic volumes. It is possible that capturing the trips generated by the redevelopment potential is also inclusive of increases in background growth; however, including the 0.6 percent rate provided a conservatively high estimate of possible future traffic volumes. Figure 6-1 shows the forecasted traffic volumes expected under the Framework Plan for the year 2028.

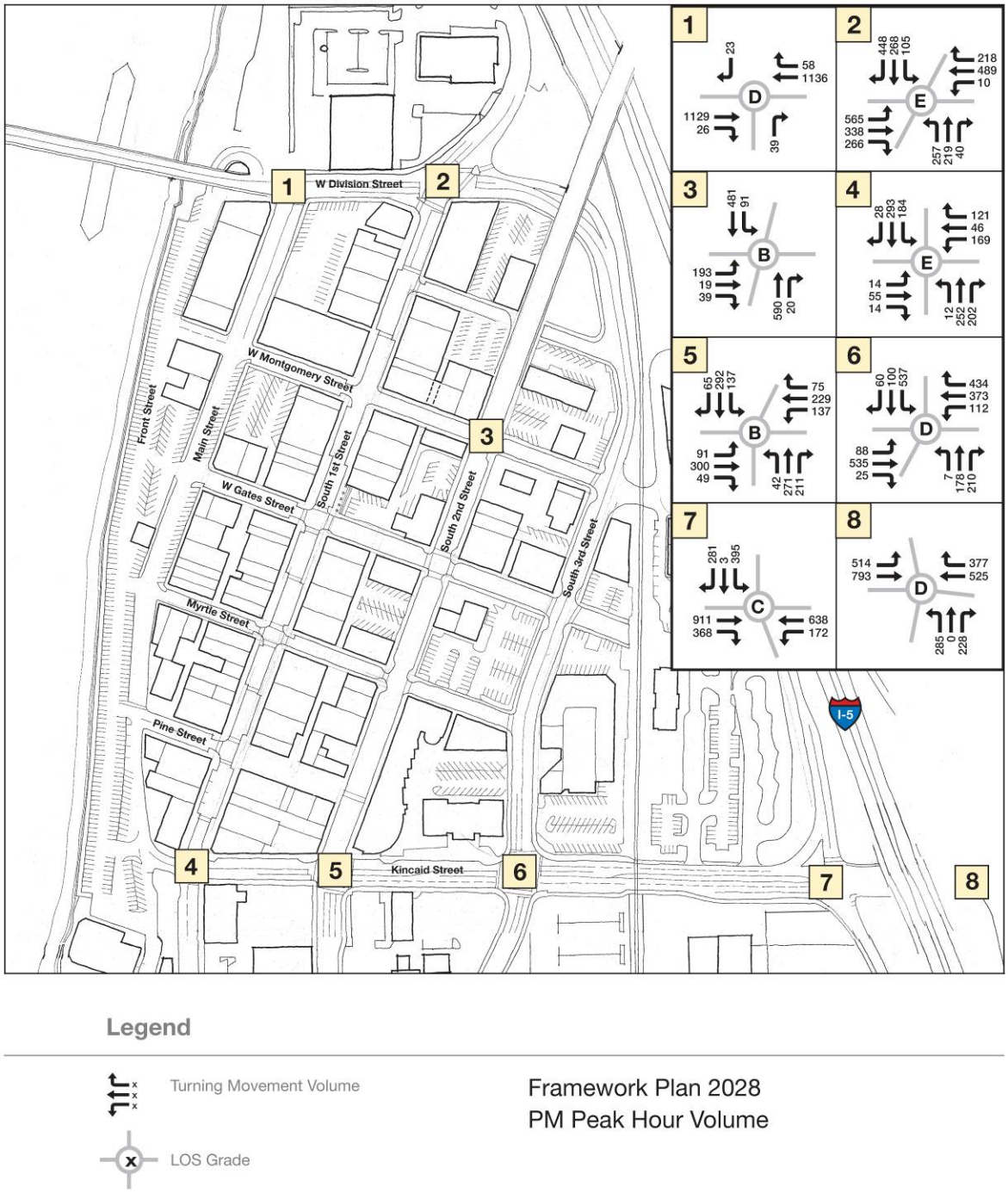


Figure 6-1: Framework Plan 2028 PM Peak Hour Volumes

6.3. INTERSECTION LEVEL OF SERVICE

Similar to the existing conditions LOS analysis, the 2028 Framework Plan analysis used Synchro 7 (build 761) to estimate future intersection operating conditions. The Framework Plan is aimed at capturing the essence of the long-range vision for the downtown area while maintaining flexibility on the location and type of future development. Therefore the intersection channelization and signal timing plans were assumed to be the same as existing conditions; however, the green time for each signal phase was optimized. Table 6-2 compares the existing and Framework Plan PM peak hour intersection LOS and delay.

Table 6-2: Existing 2008 and Framework Plan 2028 PM Peak Hour Traffic Operations

Intersection	LOS Standard	2008 Existing		2028 Framework Plan	
		LOS	Delay (sec/veh)	LOS	Delay (sec/veh)
Division Street/Main Street[1]	(modified)[2]	C	18.6	D	27.6
Division Street/South First Street	D	D	53.1	E	71.7
South Second Street/Montgomery Street	(modified)[2]	A	10.0	B	13.0
Kincaid Street/South First Street	D	B	12.3	E	48.5
Kincaid Street/South Second Street	D	B	13.2	B	17.0
Kincaid Street/South Third Street	(modified)[2]	C	25.2	D	40.1
I-5 Southbound Ramps/Kincaid Street	(modified)[2]	C	32.0	C	35.0
I-5 Northbound Ramps/Kincaid Street	(modified)[2]	C	27.4	D	42.4

[1] The LOS for this two-way stop-controlled intersection is defined by the worst lane group.

[2] The 2005 Transportation Element allows these locations to operate worse than the general LOS standards.

As a result of increased traffic volumes due to background growth and additional traffic generated by the redevelopment potential, average vehicle delays are expected to increase. At some locations, the increase in delay would result in a worse LOS grade. At two of the eight locations, Division Street/South First Street/Freeway Drive and Kincaid Street/South First Street, the increase in delays is expected to degrade intersection operations to LOS E, which is worse than the City's adopted LOS D standard. Additional discussion on these two intersections is provided in Chapter 10.

6.4. PUBLIC TRANSIT

Two of the seven SKAT fixed routes travel through one (Division Street/South First Street/Freeway Drive) of the eight study intersections. Route 207 (Skagit Station to Skagit Valley Hospital) travels north along South Third Street and makes a westbound right-turn onto Freeway Drive. If the Division Street/South First Street/Freeway Drive intersection is realigned, Route 207 operations would not be

affected. If a one-way connection between South Third Street and Freeway Drive is constructed, this route would be able to bypass congestion at the Division Street/South First Street/Freeway Drive intersection and the operational effects on this route would be beneficial, though minor.

Route 615 (Mount Vernon to La Conner) travels north along South Third Street and continues west along Division Street. Operational or safety improvements under the Framework Plan to the Division Street/South First Street/Freeway Drive would be negligible, if any. Additional discussion is provided in Chapter 10.

6.5. NON-MOTORIZED FACILITIES

The Framework Plan includes several improvements to the non-motorized system that would enhance the pedestrian experience and walkability of the downtown area. Major improvements include a riverfront promenade, landscaping, lighting, redevelopment of Gates Street as a pedestrian-oriented corridor linking the riverfront/promenade, improvements to the downtown core, and a new parking garage and transit center (see Section 4).

Several streets between Main Street and South First Street could be converted from two-way to one-way streets, including Montgomery, Gates, Myrtle, and Pine Streets. Conversion to one-way streets would accommodate wider sidewalks, which would also enhance the non-motorized experience and promote a more pedestrian-oriented environment.

Realignment of the Division Street/South First Street/Freeway Drive intersection would create shorter crosswalks and improve the lines of sight from both the pedestrian and driver perspective, which would improve safety. If a direct connection between South Third Street and Freeway Drive is constructed, removal of the channelized westbound right-turn lane would reduce the number of pedestrian crossing stages across the east leg, which would also improve safety.

6.6. PARKING

Redevelopment of the downtown area under the Framework Plan is expected to generate additional traffic, which can be correlated to an increase in parking demand. Most of the new parking demand generated by the redevelopment of residential and hotel land uses would be accommodated by the developer as required by current zoning regulations. Parking demand generated by the redevelopment of retail and office land uses (603 PM peak hour trips) would require public and/or private business parking. The 2005 parking study provided peak parking utilization rates for public lots (78 percent) and public on-street parking (66 percent), and identified approximately 270 unoccupied parking spaces. Although there is a correlation between travel demand and parking demand, estimating the correlation is difficult to quantify due to the lack of data and number of variables.

To accommodate a portion of the anticipated increase in parking demand, the capacity of the parking garage identified in the Framework Plan should be as large as practical. Most of the garage capacity will be used to replace parking displaced by construction of the flood control measures and the garage itself but the site identified could accommodate nearly 600 stalls, which is more than the number of stalls displaced. The exact location of the parking garage and a recommendation for garage capacity is being analyzed in an independent study currently underway. Additional detail is provided in Chapter 10. The parking on the revetment displaced by the flood control project should be replaced prior to the start of construction.

7. Streetscape, Open Space, Public Amenities, and Character

7.1. STREETSCAPE

The streets in downtown Mount Vernon establish an overall development and circulation pattern. They are the most visible and pervasive aspects of the public realm, contributing significantly to the overall character and image of downtown. In addition to efficiently conveying vehicular traffic, they must safely and conveniently accommodate the activities of people on foot and on bicycles. Creating and maintaining streets that are clean, safe, well-lit, and attractive for pedestrians is essential to the distinctive character and unique role of downtown within the city and region.

Certain streets within the downtown should be particularly pedestrian-oriented, with wider sidewalks, street furnishings, and on-street parking. Streetscape enhancements, street-level uses, and architectural features should make walking safe, comfortable, and appealing throughout downtown. Design standards should ensure the continuity of storefronts and a pedestrian-oriented scale and features along all streets within the core.

Streetscape enhancements in downtown Mount Vernon should include:

- Extension of streetscape improvements north and south on First Street. The streetscape improvements existing on First Street have helped to reinforce this street's role as a north-south spine of pedestrian activity downtown. Similar streetscape improvements should be extended on First Street north of Division Street and south of Kincaid Street, along with people-friendly intersection and crosswalk improvements across both arterials.
- An improved pedestrian connection between Skagit Station and downtown along Gates Street. Gates Street should become a pedestrian-oriented street with a widened sidewalk on at least one side and streetscape improvements that might include pedestrian-scaled lighting, seating areas, landscaping, and overhead weather protection. Crosswalk improvements at Second Street and Third Street should also be included. A new pedestrian bridge over the railroad tracks should be considered an essential part of this connection. The bridge might be extended west across Third Street with an elevator incorporated into the design of a new parking structure on either side of Gates Street between Second Street and Third Street.
- Clear and attractive pedestrian connections between the riverfront and the downtown core. All of the east-west streets between Division Street and Broadway Street should be improved west of First Street and include access points to the riverfront promenade. This would include Montgomery, Gates, Myrtle, Pine, and Kincaid Streets. Each should have a widened sidewalk on at least one side of the street, with streetscape improvements and interesting building facades or storefronts. Each should also connect directly to the riverfront promenade.
- Improvements along Kincaid Street. East of First Street, Kincaid Street should be landscaped to provide an attractive entry to downtown and to the riverside promenade. Because of the traffic

volume, not much additional space can be allocated for pedestrians east of Second Street, but west of Second Street, the intersection of Kincaid Street and First Street should receive special attention. The pedestrian crossing of Kincaid Street at First Street and Cleveland Street should be convenient and inviting. A special landscape or art feature on the west side of the intersection could provide a visual focal point on axis with Kincaid Street and accommodate the transition between the surface streets and the riverside promenade.

- An improved pedestrian walkway on the Division Street Bridge. The existing sidewalk on the bridge is uncomfortably narrow. The feasibility of adding a wider sidewalk on either or both sides of the existing structure should be studied. The addition should be wide enough to accommodate both foot traffic and bicycles, and should be connected to the riverside trail on the east end.
- Inviting alleys and pathways. To enhance the walkability of downtown, every opportunity should be taken to provide inviting pathways and short-cuts through the middle of blocks, down alleys or between buildings, without limiting necessary service access. These can add variety and interest to the experience of downtown.
- Safe and attractive transit accommodations. Transit stops downtown should have lighted waiting areas, user-friendly information on routes, destinations, and fares, and sidewalk connections that are landscaped to encourage the use of transit. Shelters are also recommended where they do not interfere with other sidewalk activities.
- Pedestrian-friendly parking. Parking facilities should be designed to contribute to an attractive streetscape and be consistent with the image of downtown as a pedestrian-friendly place. The availability of parking should be evident without having parking structures interrupt the continuity of street-level uses or overwhelm the scale of their surroundings.

7.2. OPEN SPACE

As the density of downtown increases, and in particular as more people come to live downtown, it will be increasingly important to provide a variety of outdoor public spaces. Open space improvements that should be undertaken in downtown include:

- The development of a pedestrian promenade along the river. As part of the flood control project, a new riverside promenade will be created for the length of the downtown riverfront. It will be at least 24 feet wide, with expansive views of the river on one side and shops and pedestrian attractions on the other. At the north and south ends it will connect to a multi-purpose trail continuing north and south along the east side of the river. The new promenade will be higher than the adjacent streets downtown, so where it is not immediately abutted by buildings, the east face will be sloped or terraced and landscaped. Vertical access to the promenade from street level will be provided at the end of each east-west street via stairs and/or ramps that complement the surrounding buildings and provide an attractive amenity to the downtown.
- A new public plaza along the riverfront. At a central location, on the east side of the new riverside promenade in the vicinity of Gates Street, a new multi-purpose public plaza will also be created as part of the flood control project. The space should be large enough to accommodate outdoor performances and events. Permanent public restrooms should also be provided, along with facilities to accommodate a farmers market. The space should have the potential to become the focus of civic events in downtown, and can become the western terminus of an improved pedestrian route along Gates Street from Skagit Station to the river.

- Creation of a new landscaped open space across Kincaid Street from the County Courthouse. This space will maintain views of the Courthouse from the south on axis with Third Street, and along with the Courthouse forecourt will provide attractive landscape features on both sides of Kincaid Street.
- Preservation and improvement of existing yards, setbacks, and undeveloped areas throughout downtown. These include existing public spaces like the Courthouse forecourt as well as existing unimproved vacant lots, yards, or leftover areas.
- Inclusion of public spaces within new development. Wherever possible, larger development projects should be encouraged or required to provide attractive outdoor spaces accessible to the public.

7.3. PUBLIC AMENITIES

Implementation of the flood control project will include a significant investment in new public facilities and amenities. One of the first of these investments will be the acquisition of a site or sites on which to construct parking to replace that displaced by the new levee or floodwall along the river. Two full-block sites on either side of Gates Street between Second Street and Third Street have been identified as potential locations for a new public parking garage. The City is committed to replace the parking on the revetment that is displaced by the flood control project before construction begins. Development of replacement parking will be a publicly funded project.

In addition to providing flood protection for downtown, the flood control project will include opportunities for several new public amenities, including:

- A new pedestrian promenade as described above under “Open Space.”
- A new public plaza for outdoor performances and events as described under “Open Space.”
- A new public dock on the river to provide a place for small boats to tie-up temporarily, and for access to the river in the heart of downtown. The preferred location is adjacent to the new public plaza.
- New public restrooms. These would be best located within or adjacent to the new public plaza.
- Space and support facilities for the Farmer’s Market. A conveniently accessible site is needed that can accommodate the regular temporary Farmer’s Market. Space is needed for temporary market stalls with power and water available. Public restrooms in close proximity would be advantageous. The new public plaza would seem to be an ideal location.
- Public art. Wherever public facilities are built, the work of artists should be included. Public art will enrich the environment and help to establish a unique identity for downtown Mount Vernon. Art works can also help to mark special places and assist in helping people find their way around.
- A historic museum would be a major cultural asset to downtown. It could be part of a program to interpret and explain the history of the city and region. A system of signs at the location of historic buildings throughout downtown could be a part of this program.

7.4. CHARACTER

The history of downtown Mount Vernon, with its compact development pattern adjacent to the Skagit River, and its historic structures and landmarks, has resulted in a unique and cherished character. New development and renovation of existing buildings should respond to the established patterns of development. Improvements downtown should build upon the intimate scale, street grid, and historic buildings to maintain and strengthen a distinctive downtown character.

New development should respect the existing rectangular street grid downtown by building to the property line along pedestrian streets and using methods of construction and materials compatible with older existing buildings. Building density and height should be greatest along First Street and Gates Street. Structures west of First Street should comply with the maximum floor-area-ratios defined elsewhere in this plan and be terraced down toward the water in order to maximize views. Height limits in the Shoreline Master Program should be high enough to allow economically viable development along the waterfront. Throughout downtown view corridors in alignment with east/west streets should be preserved.

Historic structures are a significant contributor to the unique character of downtown. They should be treated as valuable resources reflecting the heritage of the city and the foundation of its architectural style. Their presence helps differentiate downtown as a place of special significance and community pride.

Design guidelines are included with this plan to help retain the existing historic character of downtown. To assure that these guidelines are followed, and to achieve the highest quality in the design of both public and private development, the City should establish a design review process.

8. Infrastructure

8.1. FLOOD CONTROL

The construction of the flood control measures is critical to the redevelopment of downtown Mount Vernon. In addition to removing the downtown from the FEMA 100-year floodplain, the flood control measures will include the riverfront promenade, which is a key public amenity for attracting residents, visitors, and businesses to downtown.

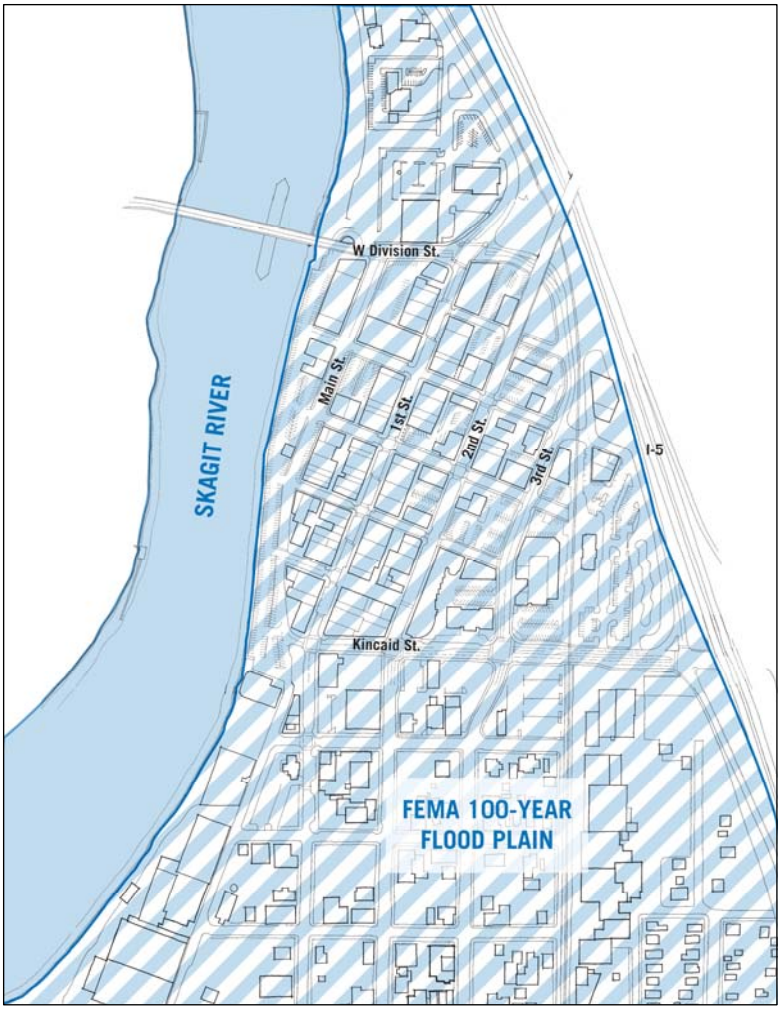


Figure 8-1: 100-Year Inundation Area with Implementation of the Preferred Flood Control Alternative

8.2. UTILITIES

Water

The capacity of the existing system should be capable of supporting the increased demand. The increase in demand for the downtown areas is expected to be 0.10 mgd for the next 10 years and 0.12 for the subsequent 10 years.

Portions of the 18-inch main within Main Street from Myrtle Street to West Kincaid Street will be impacted by construction of the flood protection system and will need to be relocated to another suitable location. Utilities within Freeway Drive to the north of Division Street may be impacted if this roadway is reconfigured. The extent of utility adjustments or relocations will be determined during final design for this portion of the project.

Sanitary Sewer

The next phase of the City's CSO reduction plan to be completed by 2015 consists of upgrades to the WWTP to accommodate a combined maximum conveyance capacity of 25.8 mgd. These upgrades are aimed at reducing the City's overflow events to less than 1 per year. Monitoring the performance of the Central CSO Regulator system through 2010 will provide additional system data and flow characteristics to be used in the analysis and design of the WWTP upgrades.

Demands on the CSO system due to expected development within the study area should be calibrated and modeled based on data currently being collected that will be used during the design process for the planned WWTP upgrades as part of the Phase 2 and 3 CSO Reduction Plan.

Individual conveyance lines within the study area may be upgraded depending on the level of development associated with properties they serve. Currently, there are no known deficiencies within the system. Requiring developments to provide stormwater detention or flow control as redevelopment occurs will help alleviate demands on individual conveyance lines and the overall CSO system by attenuating peak stormwater flows.

Stormwater

Construction of the flood protection system may impact existing outfalls and further study will need to be conducted during final design of the system to determine if these existing outfalls can be maintained. Redevelopment within the downtown Mount Vernon study area will need to provide mitigation for stormwater impacts to existing systems. Where possible, dedicated storm drain lines should be utilized if there are no capacity issues associated with them at time of redevelopment. Flow control and treatment of runoff should follow the latest code criteria at the time of redevelopment. These efforts will help to further alleviate the demand placed on the existing systems.

Overhead Power and Communication Cables

To the maximum extent practical, overhead cables should be relocated underground along principal pedestrian streets. There is a high-voltage electrical transmission line along the Main Street right-of-way that is likely to be expensive to underground and additional funding may be necessary to relocate this line.

9. Economics

9.1. FEASIBILITY ANALYSIS

Redevelopment of the riverfront parcels acquired for flood control and a public promenade is intended to serve as a catalyst for new investment throughout downtown. In order for the redevelopment to occur, it must meet the financial requirements of potential developers. Feasibility can be estimated by modeling the results of potential development scenarios. Such a pro forma feasibility analysis compares the cost of development to completed value to determine the entrepreneurial profit. The entrepreneurial profit for any development plan is compared to a target rate as a percentage of development cost to identify whether any development proposal is feasible. A 10 percent rate is considered a minimum rate at the bottom of a desired range of 10 percent to 20 percent. Such a rate can provide adequate incentive for a developer to assume the risk associated with development.

The value of the completed development is estimated as the net sales proceeds in the case of a residential condominium project, or the capitalized value of the operating income in a stabilized year for a rental project. Developer cost is calculated as the sum of land acquisition, building construction, and soft costs, including fees and carrying costs.

The key factors that will affect feasibility are discussed below, followed by a summary of conclusions regarding development opportunities in downtown.

Factors that Determine Feasibility

The factors that determine feasibility are related to development costs, operating revenue and expense, and investor expectations. These factors are described below.

Land Price

Land price is a component of overall development cost. Market land prices are usually determined at levels that allow for feasible development. Market prices may be too high to allow for feasible development when there are existing revenue-producing uses on a site. A property owner may choose to sell an improved property at a price below market value in order to stimulate development. The City will acquire improved properties as part of the flood control project, remove the improvements during construction of the flood control features, and sell vacant sites after the project is complete. Land prices are estimated at $20 per square foot, equivalent to the price for high quality commercial sites outside downtown. This assumed price is lower than what the City will pay for the properties with the existing buildings.

Allowable Density

The amount of revenue-producing uses that can be placed on a site will affect the feasibility of development. In effect, the amount of allowable development beyond a base amount can be developed without an additional cost for land. The amount of development allowed will be determined by the development regulations that the City ultimately adopts.

Prices and Rents

Prices and rents are one of the two general factors that determine the revenue for development of a site, the other being the quantity of development allowed. Rents and prices are in turn determined by supply and demand conditions in the marketplace, as well as specific conditions for a site. Those site conditions include topography, soil, access, and views, as well as proximity to amenities such as parks, transportation facilities, and public services. The City can affect prices and rents through its investment in these types of features.

Financial Market Conditions

Financial market conditions affect the value of development through investor expectations. As noted above, the value of a rental project is related to the capitalized value of its income stream. If financial market conditions are unfavorable, the required capitalization rate will be higher and the value of the income stream lower. While the City generally does not have much say over financial market conditions, it can create an environment where uncertainty is minimized, and that will affect investor expectations.

Construction Cost of Buildings

Building cost is the largest component of the capital cost of real estate development. Building costs are affected by supply and demand conditions in the construction markets as well as the type of construction required. In particular, construction costs are affected by whether construction is wood frame versus concrete and steel. Wood frame construction is generally allowed for buildings five stories or lower, subject to specifics about the uses themselves. Above that level, concrete and steel construction is required, with a cost premium of approximately 50 percent.

Cost of Parking

The cost of parking is an increasing portion of the cost of building construction. The cost of parking is determined by the amount of parking provided and the form of the parking facility. Cities typically regulate parking with minimum amounts for different types of uses. While Cities may reduce the required parking for particular uses in particular areas, this may not affect the cost of construction if consumers require a higher amount.

The cost of parking varies widely depending on whether the spaces are developed in a surface lot or provided in a structure, either above-ground or below-ground. The cost of parking could vary from $3,000 per space in a surface lot, to $15,000 per space or more in an above-ground parking structure, to as much as $30,000 per space in a below-ground structure. The cost of underground parking can be reduced if the parking can be built into a slope, with parking floors accessible at grade without interior ramps.

Soft Costs

Soft costs include all the development costs that are not hard construction or land. They include design fees, impact fees, and carrying costs. City impact fees are $7,800 per residential unit for traffic, schools, and open space and system charges.

Carrying costs are related to the time for permitting, construction, and lease-up or sell-off. Any action by the City that increases the duration of any of those periods will increase carrying costs.

Operating Costs

Operating costs are related to the time and resources required to operate a completed development. The City has a direct impact on costs such as utility costs. It also can affect costs for items such as property taxes. The City is considering use of the Multifamily Tax Exemption Program under which approved projects are exempt from property taxes for eight years, or 12 years for project including at least 20 percent affordable units. The exemption is available for both rental units and for-sale units.

Summary of Conclusions

The type of development that is illustrated in other sections of this Master Plan could meet the feasibility requirements of developers and investors under a set of assumptions that is realistic in the near-term. Development of the Main Street properties could provide a strong catalyst for development throughout downtown. The City could enhance the feasibility of development and provide a strong incentive for development in several ways.

- It could enhance the marketability of the completed development by providing additional amenities in downtown, and in adopting the Multifamily Tax Exemption Program.
- The City could directly affect feasibility through the price it charges for the properties. In fact, the market value of the properties is the price at which development is affordable to a developer/purchaser.
- The City could also affect feasibility through the impact fees it charges. For example, the City of Olympia set its impact fees for downtown projects at one-half the level of fees outside downtown, both as an incentive for development, and in recognition that downtown development may place lower demands on public infrastructure. In addition, the City could enhance the feasibility of development by reducing the time and expense of necessary approvals and permits.

9.2. ECONOMIC BENEFITS

New development in downtown Mount Vernon will create economic benefits to the City in the form of jobs, personal income (wages and salaries), business receipts, and tax revenues. These benefits could in turn be invested in further economic development. The economic benefits related to the level of development identified in the market analysis are presented in this section.

Jobs

The number of ongoing jobs related to the businesses in the new development can be estimated according to typical factors by type of business.

Table 9-1: Downtown Mount Vernon Development Projected Job Impacts

	2008-2013	2013-2018	2018-2023	2023-2028
Job Factors				
Retail (Jobs/1000SF)	2.00	2.00	2.00	2.00
Office (Jobs/1000SF)	4.00	4.00	4.00	4.00
Residential (Jobs/unit)				
Lodging (Jobs/room)	0.75	0.75	0.75	0.75
Additional Jobs				
Retail	100	150	155	155
Office	100	120	120	140
Lodging	-	75	38	38
Total Over Period	**200**	**345**	**313**	**333**
Total Cumulative	**200**	**545**	**858**	**1,190**

As shown, the new development would accommodate 1,190 new ongoing jobs after 20 years. This level of new employment is approximately equal to the current employment level in downtown of 1,324. The largest category of jobs is retail, followed closely by office.

In addition to the ongoing jobs, there would be new construction jobs. The level of development activity will support approximately 750 annual full-time equivalent construction jobs.

The jobs identified above represent direct jobs in downtown. In addition, there would be indirect and induced jobs (the multiplier effect) as employers and workers spend money in the community. For every retail or office job, there would be an additional 0.4 to 0.9 indirect or induced job within the county.

Personal Income

Personal income related to the ongoing jobs can be estimated by applying average wage levels for each employment sector. The assumed wage rates and associated personal income levels are shown in Table 9-2.

Table 9-2: Downtown Mount Vernon Development Project Personal Income Impacts

	2008-2013	2013-2018	2018-2023	2023-2028
Cumulative Jobs by Sector				
Retail	67	167	270	373
Finance and Insurance	50	110	170	240
Professional and Technical	50	110	170	240
Accommodations and Food Service	33	158	248	337
Total Cumulative	200	545	858	1,190
Average Wage				
Retail	26,200	26,200	26,200	26,200
Finance and Insurance	42,900	42,900	42,900	42,900
Professional and Technical	42,100	42,100	42,100	42,100
Accommodations and Food Service	16,500	16,500	16,500	16,500
Total Personal Income				
Retail	1,746,667	4,366,667	7,074,000	9,781,333
Finance and Insurance	2,145,000	4,719,000	7,293,000	10,296,000
Professional and Technical	2,105,000	4,631,000	7,157,000	10,104,000
Accommodations and Food Service	550,000	2,612,500	4,083,750	5,555,000
Total Cumulative	**6,546,667**	**16,329,167**	**25,607,750**	**35,736,333**

The projected wages for new jobs are estimated to exceed the current average wages for finance and insurance ($42,900 versus $40,900), professional and technical ($42,100 versus $38,800), and accommodations and food service ($16,500 versus $14,000).

Whatcom County rates are assumed for the finance and insurance and professional and technical sectors, while the accommodations and food service wage is calculated on a full-time equivalent basis at the minimum wage of $7.93 per hour.

Tax Base

New economic activity would enhance the local tax base. The two major components of the tax base are assessed valuation (for property tax) and taxable retail sales (for retail sales tax). The increased tax base is estimated by applying typical factors for comparable development in Skagit County. The values shown are in constant 2006 dollars.

Table 9-3: Downtown Mount Vernon Development Projected Tax Base Increases

	2008-2013	2013-2018	2018-2023	2023-2028
Assessed Valuation Factors				
Retail ($/sf)	100	100	100	100
Office ($/sf)	120	120	120	120
Residential ($/Unit)	200,000	200,000	200,000	200,000
Lodging ($/Room)	75,000	75,000	75,000	75,000
Increased Assessed Value ($2006)				
Retail	5,000,000	7,500,000	7,750,000	7,750,000
Office	3,000,000	3,600,000	3,600,000	4,200,000
Residential-Units	20,000,000	20,000,000	25,000,000	25,000,000
Lodging-Rooms	-	7,500,000	3,750,000	3,750,000
Total by Period	**28,000,000**	**38,600,000**	**40,100,000**	**40,700,000**
Total Cumulative	**28,000,000**	**66,600,000**	**106,700,000**	**147,400,000**
Taxable Sales Factors				
Retails (/sf)	200	200	200	200
Office (/sf)	-	-	-	-
Residential (/Unit)	-	-	-	-
Lodging (/Room)	18,980	18,980	18,980	18,980

(Continued)

Table 9-3: Downtown Mount Vernon Development Projected Tax Base Increases (continued)

	2008-2013	2013-2018	2018-2023	2023-2028
Increased Taxable Sales ($2006)				
Retail	10,000,000	15,000,000	15,500,000	15,500,000
Office	-	-	-	-
Residential-Units	-	-	-	-
Lodging-Rooms	-	1,898,000	949,000	949,000
Total by Period	**10,000,000**	**16,898,000**	**16,449,000**	**16,449,000**
Total Cumulative	**10,000,000**	**26,898,000**	**43,347,000**	**59,796,000**
Annual Taxable Construction	9,333,333	7,720,000	8,020,000	8,140,000
Total Annual Taxable Sales	19,333,333	34,618,000	51,367,000	67,936,000

The increased assessed value of $147 million over the 20-year period 2008-2028 greatly exceeds the current assessed value of downtown of $65 million. The projected increased annual taxable sales over the period of $68 million exceed the current taxable sales of $33 million.

Local Taxes

The projected increased tax base would provide increased tax revenues to the City and other local taxing districts. The estimated increased tax collections are shown in constant 2006 dollars in Table 9-4.

Table 9-4: Downtown Mount Vernon Development Projected Increased Tax Collections ($2006)

	2008-2013	2013-2018	2018-2023	2023-2028
Increased Tax Base				
Assessed Valuation	28,000,000	66,600,000	106,700,000	147,400,000
Taxable Retail Sales	19,333,333	34,618,000	51,367,000	67,936,000
Local Tax Rates (2006)				
Property ($/1000)				
City	2.74	2.74	2.74	2.74
Other Local Districts	7.48	7.48	7.48	7.48
Subtotal	**10.22**	**10.22**	**10.22**	**10.22**
Retail Sales				
City	0.85%	0.85%	0.85%	0.85%
Other Local Districts	0.65%	0.65%	0.65%	0.65%
Subtotal	**1.50%**	**1.50%**	**1.50%**	**1.50%**
Increased Tax Collections – End of Period Annual				
Property Tax				
City	76,720	182,484	292,358	403,876
Other Local Districts	209,440	498,168	798,116	1,102,552
Subtotal	**286,160**	**680,652**	**1,090,474**	**1,506,428**
Retail Sales Tax				
City	164,333	294,253	436,620	577,456
Other Local Districts	125,667	225,017	333,886	441,584
Subtotal	**290,000**	**519,270**	**770,505**	**1,019,040**

Table 9-4: Downtown Mount Vernon Development Projected Increased Tax Collections ($2006) (continued)

	2008-2013	2013-2018	2018-2023	2023-2028
Total Property and Retail Sales				
City	241,053	476,737	728,978	981,332
Other Local Districts	335,107	723,185	1,132,002	1,544,136
Total	**576,160**	**1,199,922**	**1,860,979**	**2,525,468**

As shown, the increased annual taxes to the City by 2028 would approach $1 million. Approximately 40 percent of that amount would result from property taxes, with 60 percent resulting from retail sales tax.

10. Implementation Strategies

10.1. LAND USE AND DEVELOPMENT

Land use and development regulations should be modified to achieve the following:

- Mix of uses – Throughout downtown, develop a diverse mix of uses that reflects the unique character of Mount Vernon and promotes a vital urban environment with lively interaction among workers, visitors, and residents, and broad use and safe enjoyment of public spaces.

  Encourage a development program for properties along the river that provides housing, office space, hotel, or restaurant uses in one or two levels above retail, with restaurant or recreational uses at the level of the waterfront promenade. Development along the riverfront and Main Street should complement the existing retail business along South First Street.

  Throughout the rest of the pedestrian-oriented downtown core, allow a wide variety of uses above street level, but require pedestrian-friendly uses at street level.

- Density – Encourage new development and redevelopment at a density sufficient to enable layering of uses in multi-story buildings, and control density with maximum floor area ratios (FAR) within the area south of Division Street, north of Kincaid Street, and west of the railroad. The floor area ratio is a multiplier of the site area, used to determine the maximum amount of building area that can be constructed on a site. The recommended FAR zones are shown in Figure 10-1.

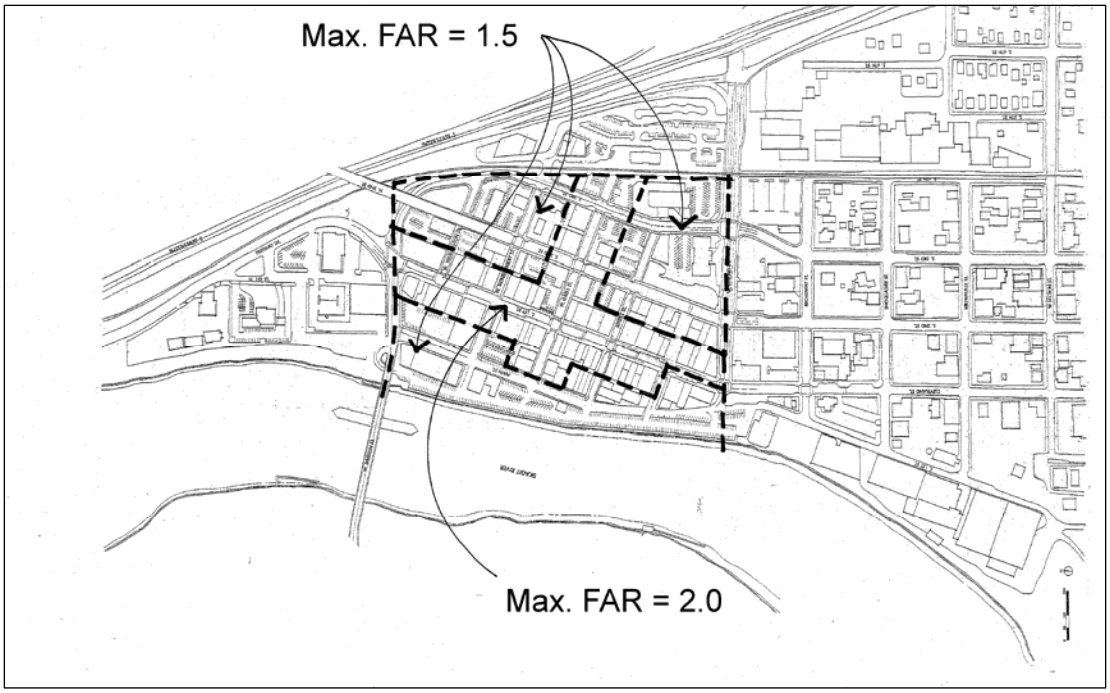


Figure 10-1: FAR Zones

For purposes of discussion, a maximum FAR of 1.5 should be considered for properties west of the alley between Main Street and First Street, and east of the alley between First Street and Second Street. To accommodate slightly greater density along the pedestrian-oriented streets, a maximum FAR of 2.0 should be established for properties on either side of First Street and on either side of Gates Street. If FAR zones are incorporated into the City's municipal code, a more detailed analysis should be conducted of the likely impact of higher and lower ratios on density and building height.

10.2. TRANSPORTATION AND PARKING

Intersection Improvements

Two intersections are expected to operate unacceptably below the City's LOS D standard under the Framework Plan, including the Division Street/South First Street/Freeway Drive (LOS E) and Kincaid Street/South First Street (LOS E) intersections.

At the Division Street/South First Street/Freeway Drive intersection, realignment would improve safety and have a positive, yet negligible, effect on traffic operations since pedestrians crossing times decrease. Construction of a connection between South Third Street and Freeway Drive would divert westbound right-turn volumes; however, this movement is not obstructed in the year 2028 and the LOS grade would not change. Adding a westbound through lane and changing the signal timings would improve operations to LOS D; however, the proximity of the Division Street (SR-536) bridge, which is approximately 400 feet west of South First Street, limits roadway widening opportunities. The added westbound through lane would be more viable if the two-lane bridge (one lane in each direction) is widened to four-lanes in the future.

Expansion of the existing right-of-way in conjunction with a new bridge at this location may be required. If the intersection is realigned, demolition of the existing Carnation building may be required to provide additional turn lanes and sidewalks. Additionally, redirecting traffic from Freeway Drive to a realigned First Street may allow the Freeway Drive right-of-way to be fully or partially vacated, freeing up additional area for development or parking.

The Kincaid Street/South First Street intersection could be improved to LOS D by adding a southbound left-turn pocket or a northbound right-turn pocket. Construction of a southbound left-turn pocket would be difficult due to the limited amount of right-of-way and could require displacement and demolition of an existing building in the northwest quadrant of the intersection, or removal of a portion of a sidewalk. Construction of a northbound right-turn pocket would be substantially easier since the displacement of approximately two to three on-street parking spaces would be the only requirement. Special care should be taken if changes to this intersection are proposed since this location was identified as a key intersection that could serve as an attractive terminus and inviting connection to the riverside pedestrian promenade. Other non-operational improvements could include landscaping, public art, a water feature, or landmark.

To facilitate these intersection improvements, the City should place these projects on their Transportation Improvement Program list. City-generated funding for these projects should be allocated early to determine any short-comings. If City financial resources are not sufficient to fully fund the improvements, Federal, State, and regional funding sources should be considered to provide additional funds.

Public Transit Improvements

To maximize the utilization of the new riverfront promenade and other amenities, modifications to existing transit routes should be discussed with SKAT to provide direct service to the waterfront. As downtown density increases, it may become viable to implement a shuttle or trolley service along the riverfront, possibly connecting Lions Park with a new development at the current site of the Moose Lodge or points further south. Streetscape and signage improvements should be made along Gates Street to provide an attractive pedestrian connection between the multiple transportation modes serving Skagit Station and the riverfront promenade.

Parking Improvements

The City and Skagit County have initiated a study for construction of a new parking structure in downtown. The parking garage would be located somewhere between South Second Street and South Third Street; however, a more specific site has not yet been identified. Preliminary siting options include the area between Montgomery Street and Gates Street or between Gates Street and Myrtle Street. Location of the parking garage should consider the walking distance to Skagit Station, pedestrian-oriented corridors, such as Gates Street, proximity to other walkable downtown areas, and connectivity to County facilities. It is envisioned that a new parking structure would provide 350 to 600 spaces, with a portion designated for short-term and long-term public parking and a portion designated for County use. The capacity of the garage should be as large as practical for the selected site. The City and County will need to continue their coordination efforts to ensure that the needs of garage users will be met. The City will also replace the parking on the revetment displaced by the flood control project prior to the start of construction.

10.3. STREETSCAPE, OPEN SPACE, AND AMENITIES

Parks

Throughout downtown the design of the public realm should set a high standard. Streets, sidewalks, open spaces, parks, and public facilities should be designed to reinforce the character of downtown and to fit comfortably within their context. While consistency and compatibility are important, artificial or externally derived design themes should be avoided. The character of downtown should be authentic, derived from the uniqueness of its history, location, and place. To further reinforce the unique character of downtown, the City should ensure that the work of artists is included in the design of all new public facilities by implementing a one-percent-for-art program. Such a program requires that one percent of the construction budget for a public facility project be allocated for the design and construction of public art.

10.4. INFRASTRUCTURE

Flood Control

The design of the new flood control system is underway and the land required for construction has been purchased by the City. Additional funding to complete the design and construction is required and should be sought from both federal and state sources.

Utilities

Limited utilities will be affected by construction of the flood control system, but the capacity of utilities in the area is marginal for the increased development anticipated in the downtown area. Upgrades to power, water, and sewer systems would be required and may be funded through existing utility capital improvement budgets, but additional funding may be required from the developer.

Overhead wires providing electrical, telephone, and cable service to downtown should be relocated underground in accordance with the franchise agreements between the service providers and the City.

10.5. ECONOMICS

Financing Strategies

Successful implementation of the Master Plan will require sources of funds for each of the plan elements. The amount of money to be raised and the potential strategies are addressed in this section.

Funding Requirements

The primary elements of the downtown plan are flood control (walls and levees), the promenade along the river's edge, a 450-stall parking garage to replace parking lost on the existing revetment plus additional parking for current and potential new downtown business and visitors, and front-end planning. The cost of these elements is estimated to total $33.3 million as summarized in Table 10-1. The construction, design and permitting, and land acquisition costs shown in Table 10-1 have been estimated based on available data and will be refined as more information becomes available.

Table 10-1: Mount Vernon Waterfront Area and Downtown Master Plan Summary of Costs

	Flood Control	Promenade	Parking Garage	Other	Total
Construction	$7,007,000	$5,720,000	$12,870,000	$143,000	$25,740,000
Design & Permitting	1,005,500	780,000	1,755,000	329,500	3,870,000
Land Acquisition	2,900,000	600,000	-	-	3,500,000
Master Planning	-	-	-	200,000	200,000
Total	**$10,912,500**	**$7,100,000**	**$14,625,000**	**$672,500**	**$33,310,000**

Source: Mount Vernon Finance Department

Additional improvements would be necessary over time including streetscape improvements throughout downtown, and open space and recreational improvements along the river (e.g., a floating dock for visiting boaters).

Financial Strategies

The downtown improvements are part of an economic development initiative to stimulate growth and development downtown. A successful economic development initiative should create sufficient value to fund the necessary investment. Accordingly, the overarching financial strategy is that of "funding growth through growth."

There are two basic categories of growth-induced funding sources, incremental tax revenues and developer investment of growth-induced value.

- Incremental Tax Revenues

  New development could create a predictable stream of new tax revenues that would not be available to a taxing district in the absence of that growth. There are a variety of ways that a city can capture these incremental taxes for funding capital improvements. Tax increment financing is available to Cities, Counties, and port districts under RCW 39.89. This authority has seldom been used. The program is limited to property taxes and requires approval by the tax districts representing 75 percent of the taxes levied in the designated tax increment area.

  The Local Infrastructure Financing Tool (LIFT) was recently passed by the Legislature. LIFT addresses several of the problems with traditional tax increment financing:

  — It includes local sales taxes as well as property taxes.

  — It includes a sales tax credit against incremental state taxes for selected jurisdictions.

  — It can capture 75 percent of the local incremental property tax collections by all jurisdictions.

  The amount of total state tax credits is limited to $7.5 million per year, for all participating Cities.

  Cities can also access incremental taxes in an informal way by issuing non-voted debt backed by its general taxing authority. Further, it can enter into interlocal agreements with other jurisdictions to apply their incremental tax revenues to infrastructure improvements.

  There are other taxes that will increase with development, but are restricted to particular uses. Lodging taxes (four percent of room revenues) are available for visitor-related programs and facilities. Real estate excise taxes applied to the sale of real property are available for growth-related capital projects.

- Increased Development Value

  Downtown improvements would lead to increased value of properties in their existing use or for redevelopment. Property owners may choose to invest a portion of their increased value in the improvements. There are two broad mechanisms for capturing this value.

  A Local Improvement District (LID) can be formed to fund designated improvements. In a LID, each property is assessed an amount up to their proportionate share of the total benefit created by the improvement. While the basis for the allocation of value among properties can differ, all properties are assessed whether they realize the benefit immediately or not.

  Impact fees would be fees charged for new development. The fees would be used to fund the capital improvements necessary to accommodate the growth. A property would not be assessed for the benefit of improvements until they develop or redevelop. Impact fees could be determined

through impact fee ordinances, or mitigation fees could be applied on a project specific basis. Property owners may fund improvements that exceed the requirements of their development, with reimbursement under latecomers' agreements from future development by benefiting properties.

Matching Sources and Uses

Debt financing of the projected capital cost would require an annual debt service payment as listed in Table 10-2.

Table 10-2: Annual Debt Service Payments

	Promenade Only	Promenade and Parking	All Costs
Development Cost	$7,100,000	$21,725,000	$33,310,000
Financing Cost (@2%)	142,000	434,000	666,000
Total to be Financed	**$7,242,000**	**$22,160,000**	**$33,976,000**
Debt Service @5%, 25 years	$514,000	$1,572,000	$2,411,000

Assuming the City is successful in securing LIFT funding from the State, the City could receive a tax credit from the State of $500,000 per year, apply 75 percent of the City portion incremental tax revenues, and provide funds from other local sources necessary to match the State contribution. The City's share of incremental taxes would fall short of the necessary match for at least the first 10 years. Assuming the other funds are available, the combined State and local funds of $1 million annually would fund the promenade and a portion of the parking structure. Other sources of funding for the remaining portion of the parking structure are contributions from the County, an LID, or various grants.

Economic Development Strategies

Successful implementation of the master plan will require an overall economic development strategy to realize the opportunities identified in the market analysis. The key elements of the strategy are described below.

- Complete Riverfront Improvements

  The riverfront improvements are the impetus for the entire plan, as well as the catalyst for improvements throughout the rest of downtown. The flood control improvements provide necessary upgrades and assurances to future investors, but the promenade will be the signature improvement as it will be the means by which the downtown can reconnect to the river.

  The City has completed the environmental analysis and has initiated preliminary engineering for these elements. Funding sources have been identified for a portion of the cost of each improvement.

- Set Development Incentives for Downtown

  Providing a positive physical and regulatory environment for investment will encourage redevelopment. The physical improvements such as the flood control and promenade will

contribute to a positive environment. From a regulatory point of view, the City can do three things to enhance the development economics reflected in the earlier feasibility analysis:

- Establish a multifamily tax exemption program that will provide exemption of taxes on all property improvements for ownership and rental units for up to eight years for market rate units and 12 years for affordable units. This may reduce a source of funding in the near term, but it will stimulate development and hasten collection of revenue from other sources.
- Set impact fees for downtown that are lower than impact fees elsewhere. Since many of the new residents will be empty nesters, the burden on schools will be small, and emphasis on pedestrian activities will reduce the number of automobile trips. Again, this may reduce a source of funding in the near term, but it will stimulate development and hasten collection of revenue from other sources.
- Streamline the land use and building permit processes as much as possible to reduce uncertainty and time required for approvals. Completion of a programmatic EIS for downtown will reduce the requirements for individual development proposals.

■ Solicit Development Proposals for Riverfront Parcels

The development parcels remaining after completion of the flood control and promenade improvements provide the opportunity to attract development that will set a standard for the rest of downtown. The City could favor projects with desirable mixes of uses and design features. In order to ensure the quality of development, the City could provide incentives such as those described above, and set a purchase price for the land that will allow an adequate return on investment.

■ Solicit Appropriate New Businesses to Enhance the Local Business Climate

The City and other agencies such as the Chamber of Commerce and Skagit County Economic Development Council should work together to attract the kind of businesses that will provide the greatest impact on overall downtown business conditions. Three categories of businesses are particularly important to a vital downtown:

- Businesses that extend the hours of activity beyond 9 AM to 5 PM. Restaurants, cinemas, and other entertainment fit this requirement.
- Businesses that support downtown residential development are important to realizing the market opportunity. Grocery stores are important to establishing downtown as a place to live.
- Businesses that provide services to other businesses and reinforce downtown's position as a commercial center.

■ Complete Other Improvements Throughout Downtown

In order for the entire downtown to realize growth and development, additional improvements must be made to enhance all areas and link them to the river. Additional parking in a new structure (beyond what is built to replace parking on the revetment) is important to businesses throughout the downtown core. In addition, streetscape improvements such as improved sidewalks, lighting, and benches improve the appearance of downtown and provide links between activity centers such as the Transit Center, the Courthouse, and existing anchor businesses to the newly enhanced riverfront.

■ Promote Business Retention by Encouraging Cooperative Programs

Existing businesses can work together to attract new customers and maximize their local spending. Cooperative programs might include:

- Joint advertising
- Coordinated hours
- Regular events such as First Thursday (or Saturday, etc.) with businesses staying open late.
- Coordination with the Farmer's Market.

- Physical Improvements to Existing Buildings

  Property owners could be encouraged to invest in their buildings through loan and grant programs. The Main Street Program uses this approach as one of four key strategies.

- Programming of Special Events

  In addition to the regular events that businesses put on to attract customers, the City and the business community could put on special events that heighten the City's visibility in the region. The improvements to the riverfront could provide a venue for special events. Those improvements provide an opportunity to spread the word that downtown Mount Vernon is a great place to live, work, or visit.

- Overall Strategy for Tourism and Visitors

  All of the improvements and programs described above create a downtown that is attractive to local residents and visitors from elsewhere in the region.

10.6. REGULATORY CHANGES

Comprehensive Plan and Zoning Code

The City's Comprehensive Plan (City of Mount Vernon 2005) establishes a framework for decisions on growth and land use, housing, transportation, utilities, public facilities and services, and parks and open space within the City's urban growth boundaries. The Comprehensive Plan contains a number of goals, objectives, and policies that relate directly to downtown flood protection and downtown redevelopment. Only limited changes to the Comprehensive Plan, such as the use of FARs to control density, will be required to implement this Master Plan.

Shoreline Master Program

The upcoming state-mandated update of the Skagit County Shoreline Master Program (SMP), which is also the City's SMP, will include a extensive public involvement process during which any modifications needed to implement the master plan will be addressed. The design guidelines, floor area ratios, and other elements of this Master Plan will be used to develop recommended changes to the SMP and the City of Mount Vernon will work with Skagit County and other stakeholders to ensure any changes are compatible with development and other interests.

10.7. DESIGN GUIDELINES

The following design guidelines are recommended for certain specified elements of the built environment of downtown Mount Vernon in the interest of promoting and preserving the character, qualities, and economic vitality of downtown. Compliance with these guidelines should be demonstrated through site plans, sign plans, and elevation drawings. Design review and development authorization should be required for any new structure or exterior alteration of any kind in downtown to ensure compliance with these guidelines.

Setbacks and Exceptions

All structures in the downtown area should be required to have a "zero" front setback. However, recesses in the structure are encouraged at entryways and at other strategic locations along the front of the structure such as display windows. In no event should recesses account for more than forty percent of the linear frontage of the structure. Exceptions to the "zero" front setback may be allowed when an area immediately in front of a structure is intended for an outdoor eating/drinking area, public art, a plaza or other public gathering place, or some other display or activity related directly to the occupancy of the structure. A setback to allow parking in front of a structure should be expressly prohibited.

Side setbacks should also be "zero" for mid-block structures, and the side walls of such structures should join the side wall of adjacent structures. No gaps or space of any kind between structures should be visible from the adjacent sidewalk. Rear setbacks may also be "zero," except that functional off-street loading areas of at least twenty-five feet in depth may be required for each structure, subject to review by the City engineer and the site plan review committee if the adjacent alley is to be used for maneuvering.

Building Materials and Colors

Primary facade materials should be stone, terra cotta, or brick consistent with materials historically used in the downtown area. Wood and glass doors should be allowed and wood trim permitted in moderation. Wood should also be allowed in Victorian facade treatments. Molded concrete trim consistent with historic use should also be allowed. Metal siding, corrugated fiberglass, aluminum siding, mirror or metalized reflective glass, plywood, masonite, chip board siding, exterior insulated finish system (EIFS), vinyl, cinder block, and split-faced block, and all types of plastics and imitation materials should be prohibited. Dryvit should not be used as a primary material on the street level, but it may be used on upper levels and as a decorative element. Finishes that reflect light and glare should not be permitted. A wide variety of colors is apparent throughout downtown, but traditional light or muted colors with a pastel or earth tone hue are generally acceptable. All finished natural wood tones should be permitted. Fluorescent or day-glow colors of any shade should be prohibited.

Building Height

All structures in the downtown area that front on First Street, between Division Street and Kincaid Street, should be at least two full stories above sidewalk level, and multiple stories are encouraged. The main level of a structure should generally be at sidewalk level, and split level structures or split entry malls should not be permitted. Balconies and cantilevers may be permitted subject to applicable permits to occupy right-of-way. Throughout downtown, new single story buildings should be designed and built to be structurally capable of supporting at least one additional level.

Entryways

A building's primary door and entrance should be located in the principal facade of the structure, and should be oriented toward the street. The primary entrance should be readily apparent as a prominent architectural component. Entryways should be recessed from the front property line so that patrons have a queuing area out of the pedestrian flow. The recessed area should be at a minimum one and one-half times the width of the door to avoid a corridor-like effect. Doors should be of wood and glass or glass with metal trim and should permit clear two-way visibility. Metal doors, mechanical doors of any kind (except for handicap access), and revolving doors should be prohibited.

Windows

Street level windows should be required of all structures, including the sides of structures occupying corner lots. Windows should begin at least two feet above the sidewalk and may extend vertically to the top of the first level. Street level windows should be designed to engage the pedestrian and invite visual inspection of the interior of the establishment as well as to view displays of merchandise. As such, a maximum of ten percent of the window area (each pane to be calculated individually) may be taken up by opaque signage of any kind. Stenciled signage or other signage types that allow visual penetration through the lettering is encouraged. Tinted or reflective glazing should be expressly prohibited. Windows may be recessed to allow patrons to view displays out of the pedestrian flow. Bay windows may extend into the right-of-way (sidewalk area) with the applicable revocable permit. Upper level windows should be appropriately framed by architectural features of the structure consistent with historic treatment in the downtown area. Unframed windows of any kind should not be permitted.

Modulation

Segments of plain or uniformly treated store fronts that are out of context with adjacent or nearby buildings should be prohibited. Such treatments may be avoided or mitigated through modulation. In architectural terms, modulation is a technique for visually dividing the facade so that it takes on the appearance of distinctly different structures or portions of structures. This architectural technique is used to add visual interest to long store fronts or to other structures that occupy a significant segment of a downtown block. Visual interest can also be achieved through repeating architectural features such as windows and the elements that frame them, and through recesses, offsets, and other variation in plane elevation sufficient to add shadow lines or depth to the facade.

Lighting

Outside lighting should be minimal, and downtown businesses are encouraged to rely on ambient lighting provided by street lights for the safe illumination of the sidewalk area. Low wattage lighting could be used to highlight an entryway provided no glare is cast out onto the sidewalk. Merchants should be encouraged to illuminate window displays and interior spaces provided that no glare is cast onto the sidewalk area. Flashing or strobe type lighting should be prohibited.

Fencing

Chain link fencing should not be visible from the street or sidewalk.

Signage

- Prohibited Signs

  Roof signs, projecting signs above canopy level (except for blade signs described below), pole or pylon signs, and internally illuminated signs, including internally illuminated canopies, should be prohibited in the downtown area.

- Wall Signs

  Wall signs should be either painted upon the wall, mounted flat against the building, or erected against and parallel to the wall not extending out more than twelve inches there from. Wall signs should be located no higher than thirty feet above grade, measured from grade to the top of the sign. Wall signs may be externally illuminated provided no glare is apparent from off site. Wall signs should not cover any architectural details of the building, and should not extend beyond the wall on which they are mounted. The maximum combined area of all wall signs per street frontage should not exceed twenty-five percent of the wall area. No combination of sign areas of any kind should exceed one hundred fifty square feet per street frontage, excluding multiple building complexes and multiple tenant buildings.

- Canopy Signs

  Several types of canopy signs may be permitted, including sign panels or individual letters attached to the vertical face of the canopy, freestanding letters affixed to the upper edge of a flat canopy, and panels suspended from the underside of a flat or sloped canopy. One canopy sign per street frontage may be allowed, not to exceed one square foot of signage per one linear foot of building frontage.

- Blade Signs

  These are signs usually affixed to the building front, either above or below the canopy, projecting from the wall at ninety degrees. Blade signs below the canopy are intended to be seen by pedestrians, and one per building frontage may be allowed. The bottom edge of such signs should be at least eight feet above the walking surface, should not exceed six square feet in total area, and should not extend more than five feet from the building front. Blade signs could be externally illuminated provided no glare is cast into the sidewalk area. Blade signs above the canopy are intended to be readable from the street, and one per building frontage may be allowed. They could be externally illuminated but should not exceed thirty-two square feet in total area. No dimension of the sign should exceed eight feet.

Historic Rehabilitation/Restoration Standards

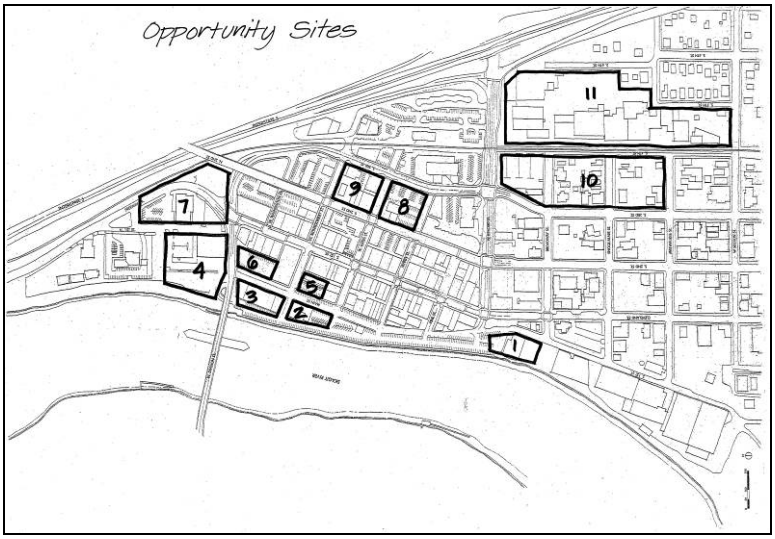
Standards contained in this section are intended to assist property owners with the preservation of a contributing or registered property's historic significance through the preservation of historic materials and features. The purpose of these standards is to allow for an efficient contemporary use of a property without destroying materials, features, or finishes that are important in defining the building's historic character.

- Distinctive features, materials, finishes, construction techniques, or examples of craftsmanship that characterize a property by defining its historic significance should be preserved.
- Whenever possible, deteriorated historic features should be repaired rather than replaced. Where severity of deterioration requires replacement, the new feature should match the old in design, color, texture, materials (as possible), and other visual qualities.

- Chemical or mechanical treatments, such as sandblasting, that can cause damage to historic materials may be used on a limited basis or as a last resort.
- Significant archeological resources affected by a restoration or rehabilitation should be protected and preserved. If such resources must be disturbed, mitigation measures should be taken.
- Changes to properties that have taken place over time that have acquired historic significance in their own right should be retained and preserved.
- New additions, exterior alterations, or related construction should not destroy historic materials that characterize the property. New work should be distinguished from the old and should be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
- New additions and adjacent or related new construction should be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Appendix A

Opportunity Sites



Site 1

Location

At the southern end of the new Riverfront Promenade. Bounded by Broadway Street, Kincaid Street, First Street, and the Promenade. This is currently the site of the Moose Lodge.

Size

Approximately 30,000 square feet.

Constraints

Shoreline Management Master Program limits heights to 30 feet within 100 feet of OHW and to 35 feet between 100 feet and 200 feet of OHW, and limits lot coverage to 70 percent.

Site immediately abuts the pedestrian promenade on the west.

Potential Uses

Two levels of residential or office over parking. This is also a possible location for a promenade-related restaurant or river-related facility.

Approximately 30 to 40 residential units or 35,000 to 50,000 square feet of office space are possible.

Other Considerations

Design must be pedestrian-friendly facing the promenade. Design should relate to a public amenity/visual feature with public access to the promenade, on axis with Kincaid Street.

Building height should step down slightly toward the river.

Site 2

Location

On the new Riverfront Promenade between Montgomery Street and Gates Street. Bounded by Gates Street, Montgomery Street, Main Street, and the Promenade.

Size

Approximately 21,000 square feet.

Constraints

Shoreline Management Master Program limits heights to 30 feet within 100 feet of OHW and to 35 feet between 100 feet and 200 feet of OHW, and limits lot coverage to 70 percent.

Site immediately abuts the pedestrian promenade on the west.

Potential Uses

Two levels of residences or office space over parking. Approximately 20 to 30 residential units or 10,000 to 20,000 square feet of office space are possible. This is also a good location for a promenade-related retail, restaurant or river-related facility. Approximately 4,000 to 5,000 square feet of retail is possible at the level of Main Street, and 1,000 to 2,000 square feet of retail is possible at the promenade level. This site is also a potential location for a new public plaza along the riverfront.

Other Considerations

Design must be pedestrian-friendly facing the promenade. It must also accommodate public access to the promenade and a view corridor to the river on axis with both Montgomery Street and Gates Street. Building height should step down slightly toward the river.

Site 3

Location

On the new Riverfront Promenade between Division Street and Montgomery Street. Bounded by Division Street, Montgomery Street, Main Street, and the Promenade.

Size

Approximately 31,000 square feet.

Constraints

Shoreline Management Master Program limits heights to 30 feet within 100 feet of OHW and to 35 feet between 100 feet and 200 feet of OHW, and limits lot coverage to 70 percent. Site immediately abuts the pedestrian promenade on the west, and the approach to the Division Street Bridge on the north.

Potential Uses

Two levels of residential or office over parking. Approximately 30 to 36 residential units or 15,000 to 30,000 square feet of office space are possible. This is also a good location for promenade-related retail, a restaurant or a river-related facility. Approximately 5,000 to 6,000 square feet of retail is

possible at the level of Main Street, and 1,800 to 3,600 square feet of retail is possible at the promenade level.

Other Considerations

Design must be pedestrian-friendly facing the promenade. It must also accommodate public access to the promenade along Montgomery Street and Gates Street, and a view corridor to the river on axis with Montgomery Street. Building height should step down slightly toward the river. Potential for development linked to Site 6 with partial closure of Main Street.

Site 4

Location

Along the river just north of the Division Street Bridge. Bounded by Division Street, First Street, and the river, with commercial development adjacent to the north.

Size

Approximately 100,000 square feet.

Constraints

Shoreline Management Master Program limits heights to 30 feet within 100 feet of OHW and to 35 feet between 100 feet and 200 feet of OHW, and limits lot coverage to 70 percent. Site immediately abuts the approach to the Division Street Bridge on the south, and the multi-purpose trail along the river to the west. The former Carnation dairy site contains an existing two-storey building in office and retail use, surface parking and an existing landmark smokestack. Access from the south is compromised by the complex intersection of Freeway Drive and Division Street.

Potential Uses

The site is large enough to accommodate a variety of uses, including a mixture of uses.

It would be a good location for a hotel/retail complex. The project could also include office space. If the intersection of Freeway Drive and Division Street is reconfigured to become a pedestrian-friendly intersection of First Street and Division Street, there would be an opportunity to extend pedestrian-oriented uses at street level on both sides of First Street north of Division Street.

Other Considerations

There is an opportunity to better link the site with the pedestrian-oriented core, if the intersection of Freeway Drive and Division Street is reconfigured and made more pedestrian-friendly. Development should take advantage of the river amenity, connecting to the multi-purpose trail, and perhaps including a publicly-accessible open space adjacent to the trail. The landmark smokestack should be preserved, if possible.

Site 5

Location

An existing surface parking lot on the southeast corner of Montgomery Street and Main Street. Bounded by Montgomery Street, Main Street, an alley and commercial development immediately adjacent to the south.

Size

Approximately 13,000 square feet.

Constraints

Site abuts an existing building to the south. Site is too narrow to accommodate an efficient parking structure without including the adjacent alley and/or part of Main Street.

Potential Uses

One or two levels of office space over retail. Approximately 5,000 to 9,000 square feet of retail possible at street level, with 12,000 to 20,000 square feet of office space possible above.

Other Considerations

Development must accommodate public access to the promenade and a view corridor along Montgomery Street. Potential for development linked to Site 2 with closure of Main Street.

Site 6

Location

An existing surface parking lot on the east side of Main Street just south of Division Street. Bounded by Main Street, Division Street, an alley, and the Lyon's Furniture building immediately adjacent to the south.

Size

Approximately 19,000 square feet.

Constraints

Site immediately abuts the Lyon's Furniture building loading dock to the south, and will have to accommodate access to the loading dock unless that site use changes. Access from Division Street is limited. Alley must remain open to provide service access to properties on the east side.

Potential Uses

Two levels of residential or office over retail and parking. Approximately 6,000 to 8,000 square feet of retail is possible at street level along Main Street, with approximately 24 to 30 residential units or 18,000 to 36,000 square feet of office space possible above.

Other Considerations

Potential for development linked to Site 3 with partial closure of Main Street. Site potential would be enhanced if consolidated with redevelopment of Lyon's Furniture site.

Site 7

Location

North of Division Street between First Street and the freeway.

Size

The size of this site could vary depending upon the potential reconfiguration of the intersection of Freeway Drive and Division Street, and whether or not a portion of Freeway Drive is closed. If Freeway Drive remains as presently configured, there is a site of about 48,000 square feet between First Street and Freeway Drive that could be redeveloped. If the southern portion of Freeway Drive were closed and rerouted in alignment with First Street, a contiguous site of about 108,000 square feet could be assembled.

Constraints

Potentially this site has many constraints, depending on the configuration of the roadways. It could be immediately adjacent to the freeway on the east, and to the traffic on Division Street on the south. Existing uses and surface parking would be displaced and some public right-of-way vacated.

Potential Uses

If the intersection of Freeway Drive and Division Street is reconfigured to become a pedestrian-friendly intersection of First Street and Division Street, there would be an opportunity to extend pedestrian-oriented uses at street level on both sides of First Street north of Division Street. In addition to retail, the site could accommodate office space as well as a parking structure. The east side of the site adjacent to the freeway would be a good location for parking.

Other Considerations

There is an opportunity to better link the site with the pedestrian-oriented core, if the intersection of Freeway Drive and Division Street is reconfigured and made more pedestrian-friendly.

Site 8

Location

The entire block is bounded by Second, Gates, Third, and Myrtle Streets.

Size

Approximately 39,000 square feet.

Constraints

Existing County-owned surface parking and two commercial uses would be displaced.

Potential Uses

This site is a preferred location for a multi-level public parking garage, with parking for 350 to 500 cars. Retail or other pedestrian-friendly uses should be located at street level along Gates Street.

Other Considerations

There is potential to extend an elevated pedestrian crossing of the railroad tracks west on the south side of Gates Street over Third Street to an elevator in a garage on this site.

Site 9

Location

The entire block bounded by Second, Montgomery, Third, and Gates Streets.

Size

Approximately 41,000 square feet.

Constraints

Several existing commercial uses and surface parking would be displaced.

Potential Uses

This site is an alternate location for a multi-level public parking garage, with parking for 350 to 500 cars. Retail or other pedestrian-friendly uses should be located at street level along Gates Street.

Other Considerations

There is potential to extend an elevated pedestrian crossing of the railroad tracks west on the north side of Gates Street over Third Street to an elevator in a garage on this site.

Site 10

Location

Three entire city blocks, plus the intervening street rights-of-way, south of Kincaid Street just west of the railroad tracks. Bounded by Milwaukee, Third and Kincaid Streets, and the railroad on the east

Size

Approximately 240,000 square feet.

Constraints

Requires displacement of several existing residential, commercial and institutional uses, and surface parking.

Potential Uses

This is the preferred site for expansion of the County Jail.

Other Considerations

The portion of the site along Kincaid Street should be designed to provide an attractive entry experience to downtown, and should be coordinated with streetscape improvements on both sides of Kincaid Street.

Site 11

Location

A large former industrial site just east of the railroad tracks south of Kincaid Street. Bounded by the railroad tracks, Kincaid, Fifth and Sixth and Section streets.

Size

Approximately 380,000 square feet.

Constraints

Vehicular access is constrained by the railroad tracks on the west, freeway access on Kincaid Street and the freeway on-ramp to the east. Pedestrian access from the rest of downtown is poor.

Potential Uses

The largest contiguous site in downtown, it is a good location for the development of a large use, like a hotel or a campus for a single user or a complex of uses.

Other Considerations

The site has good visibility from the freeway and from Kincaid Street. The portion of the site along Kincaid Street should be designed to provide an attractive entry experience to downtown, and should be coordinated with streetscape improvements on both sides of Kincaid Street.

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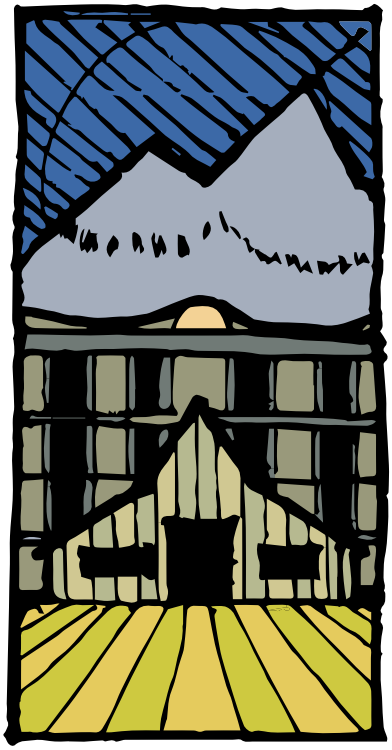
SOUTH KINCAID SUBAREA PLAN

ADOPTED APRIL 25, 2018

City of MOUNT VERNON

Figure 1. Violet plant in the Subarea.

A Subarea Plan is a detailed plan for a neighborhood, corridor, downtown, or other district. Guided by the Mount Vernon Comprehensive Plan, it is an opportunity to build on a subarea's unique attributes and develop an integrated and thoughtful strategy to direct growth.



SOUTH KINCAID SUBAREA PLAN

PREPARED FOR THE CITY OF MOUNT VERNON, WA

BY: MAKERS ARCHITECTURE AND URBAN DESIGN
ECONORTHWEST
TRANSPORTATION SOLUTIONS, INC

ADOPTED APRIL 25, 2018

Cover image: looking north along the rail line that bisects the Subarea.

ACKNOWLEDGMENTS

Many thanks to following participants for providing the project team with their time, insights, aspirations, and visions for a better South Kincaid Subarea Plan:

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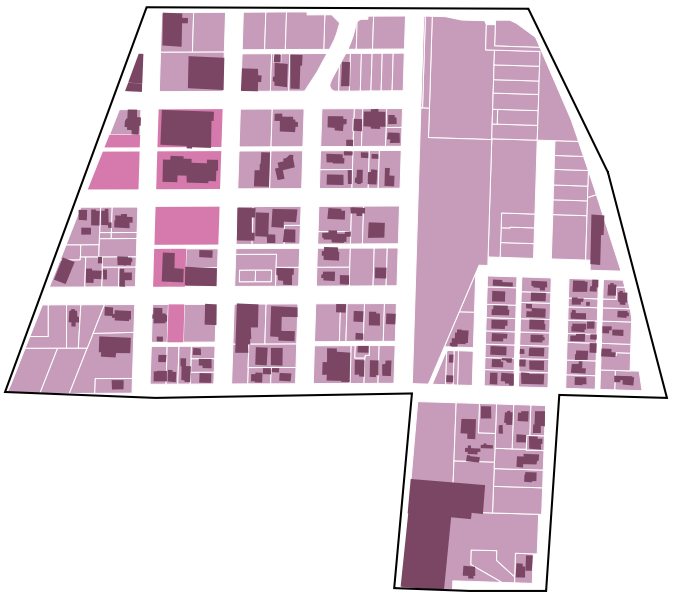

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Figure 2. South Kincaid Subarea boundary and context.

Introduction

"Mount Vernon is committed to being proactive, rather than reactive, in managing growth within the City. The City will adopt and emphasize strategies that promote the City's rich history, natural and man-made beauty, along with its environmental and cultural resources. Emphasis will be placed on creating and promoting land uses that will help to balance land uses where people live, work, and recreate." - Comprehensive Plan Land Use Vision

OVERVIEW

At roughly sixty acres abutting the southern edge of Downtown, the South Kincaid Subarea (Figure 2 and Figure 3) represents the opportunity for residents to guide the future of Mount Vernon. The site holds a number of valuable opportunities for development within a five-minute walk to major corridors, a regional rail station, and the waterfront.

Mount Vernon represents a midpoint along the "Cascadia Innovation Corridor" between Seattle, WA and Vancouver, BC. The city is projected to see a 35% population increase over the coming decade, much of it from retirees and families escaping the rising cost of living in the region's metropolitan areas, or relocating from other states. The South Kincaid Subarea is well-positioned to absorb some of that growth.

Mount Vernon values its agricultural heritage, strong sense of community, and abundant natural landscapes that gave rise to the thriving city more than a century and a half ago. Today, following the Great Recession, the city is ready to move forward in a way that promotes its history, builds upon existing economies, and adds community-focused amenities and contextually sensitive design solutions.

PURPOSE OF A SUBAREA PLAN

The Mount Vernon Comprehensive Plan (the Plan) is a long-range policy tool that focuses on community-wide goals and issues surrounding growth, conservation, and economic opportunity. Mount Vernon comprises a number of smaller districts and neighborhoods (subareas), each with its own set of unique attributes, issues, challenges, and opportunities which contribute to the city as a whole. This South Kincaid Subarea Plan will help the residents and businesses direct how their area should achieve Comprehensive Plan goals, while addressing the Subarea's unique constraints and opportunities. These include guiding development of vacant parcels, adding open space, and improving walkability.

The South Kincaid Subarea Plan is coordinated with the following efforts:

+ The Skagit County Comprehensive Plan
+ The Mount Vernon Comprehensive Plan
+ Capital Improvement Plan
+ Downtown Catalyst Site Study

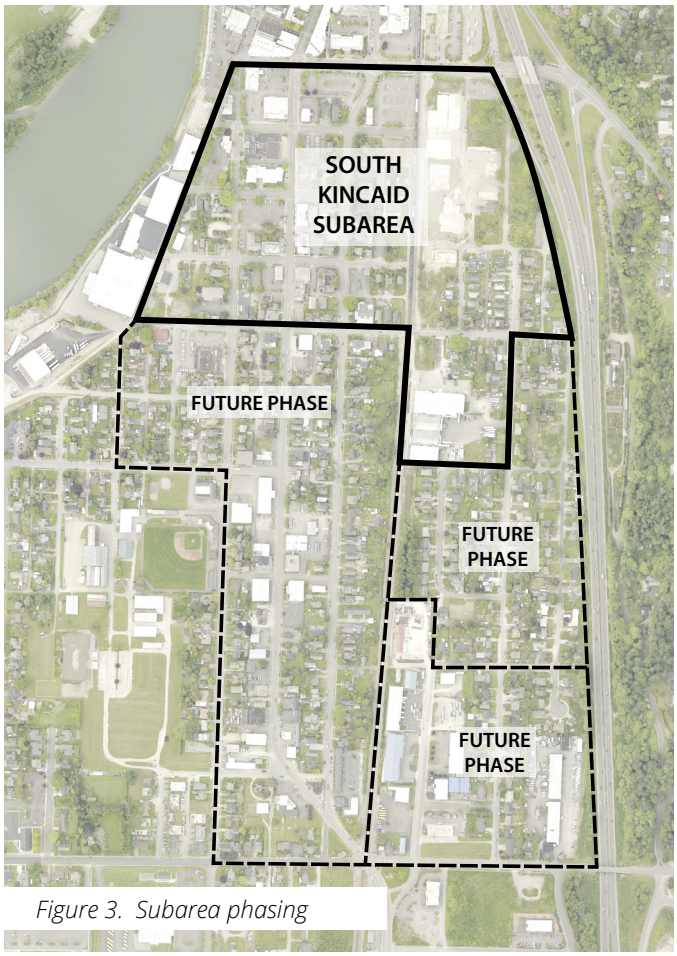


Figure 3. Subarea phasing

Figure 4. Aerial view of the Subarea and Downtown

APPROACH

The South Kincaid Subarea Plan lays the groundwork for increased economic opportunities, equitable services, and environmental and financial sustainability over the long term. It articulates community assets and challenges, projects the community wants to accomplish, goals and policies that reflect priorities, and targeted implementation strategies.

The Subarea Plan is based on an understanding of current real estate market drivers, population trends, community goals, and the City's needs. These fundamentals and inclusive public engagement are the focus of the Plan.

The Plan:

+ Assesses trends in the region and Mount Vernon to understand current market conditions. This includes the analysis of local absorption, rents, and vacancies for commercial, multifamily, and retail uses. From there, it provides perspectives on the development feasibility for rehabilitation and new construction.

+ Engages local residents, business community, and land owners to build support for the vision and guide the Subarea Plan. Interviews and working sessions with citizens, property owners, planning commissioners, city council members, and partner agency representatives were used to gather information, provide feedback, and generate ideas.

+ Develops a successful Subarea Plan that melds community aspirations with the market realities.

It sets the stage for a dynamic area that supports Downtown, fits within the region's evolving economic context, and improves the environment for its residents, employees, and visitors.

PROCESS

Following the project kickoff, an in-depth inventory and analysis of physical, historic, and market conditions was conducted with support from the City of Mount Vernon, ECONorthwest, and Transportation Solutions Inc. (TSI). ECONorthwest prepared the existing market assessment (Appendix D) of demographic, supply, and real estate trends. TSI provided baseline transportation study which includes level-of-service ratings from key intersections and a corridor improvements study for South Kincaid Street and on-street parking analysis (Appendices E and G).

The inventory and analysis portion laid the groundwork for a public outreach process that included stakeholder interviews, three community workshops, and a design charrette (Appendices A, B, and C). Ultimately, community and stakeholder feedback provided the framework for the Plan's final recommendations, including code updates parcel zoning changes , and future design studies.

The Plan recommendations will spur development and infrastructure improvements, and will not have an adverse impact on the environment (Appendix H).

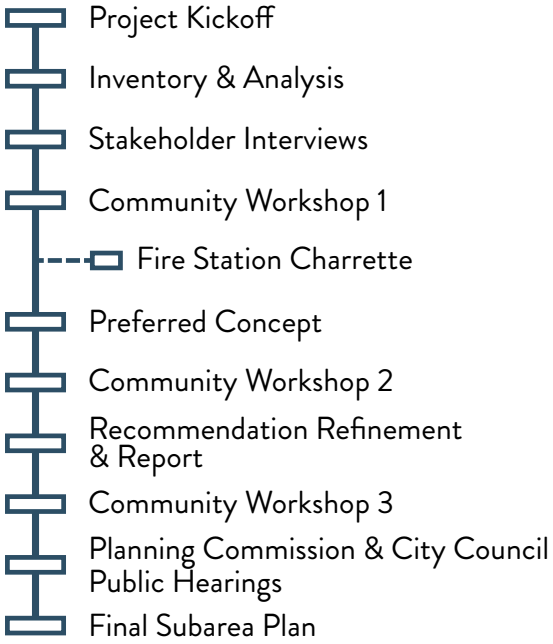


Figure 5. Subarea Plan process diagram.

Figure 6. California poppies growing along Section Street.

Inventory & Analysis

"The City will develop and contribute to a well-designed transportation system through reasonable, planned, economically feasible transportation improvements for motorists, pedestrians, bicyclists, transit riders and commercial vehicles that support adopted land use plans, protect and improve business access, and protect and enhance the City's neighborhoods." - Comprehensive Plan Transportation Vision

BACKGROUND

Mount Vernon, located in Skagit County about 60 miles north of Seattle and 130 miles south of Vancouver, was home to Upper Skagit Indian Tribe long before the first Europeans began arriving in the late 1700s. The first permanent settlers arrived in the mid-1800's, shortly before Mount Vernon was founded and named in 1877.

With a bustling population supported by logging and mining to the east and farming in the fertile Skagit River Valley, Mount Vernon became the Skagit County seat in 1884. In recent years, Mount Vernon's economy has become more diversified, and major employers now include agricultural processing plants, Skagit County Hospital, Skagit Valley College, and local and county governments.

Although slower to recover than other portions of the county, projections indicate that all sectors of the Mount Vernon economy are growing. In addition, population projections indicate an influx (35%) of new residents in the coming decades.

LAND USE PATTERNS

The City's land use patterns have, over time, been heavily influenced by the location of the Skagit River, the Burlington Northern and Santa Fe (BNSF) Railroad, Interstate-5, and large topographic variances. The City's first business district was formed on the east side of the river where the Historic Downtown District exists today (generally between Division and Kincaid Streets, just north of the Subarea). Natural disasters such as floods and fires pushed residential growth to higher elevations away from the Downtown. These land use patterns still persist. The completion of the flood wall downtown along the river will provide the necessary infrastructure to allow major portions of Downtown and the Subarea to be removed from the floodplain, reducing many of the permitting and structural requirements that may have impeded development opportunities in the past.

DEMOGRAPHICS

Mount Vernon is expected to add over 12,000 residents in the next 20 years with approximately 500 projected in the Subarea. Within Skagit County, Mount Vernon's share of the future population, 30 percent, is significantly higher than the next two highest jurisdictions combined, Sedro Woolley (13 percent) and Anacortes (17 percent). This population growth will fuel the need for new housing and commercial development. The City is anticipating this growth and planning accordingly through its Comprehensive Plan. The Plan indicates the City will need to add over 4,500 housing units by the year 2036 to meet residential demand.

The Buildable Lands Analysis and Capacity (Appendix F) considers existing development and makes conservative assumptions regarding the location and extent of future street systems, stormwater facilities, critical areas (wetlands, streams, steep slopes, floodways) and future land developed with public uses like municipal facilities, schools, parks, open spaces, and churches. It concludes that the City will be able to accommodate the number of homes necessary to meet population growth from 2016 to 2036. In fact, over 80% of the homes needed to house population growth could be located within existing city limits, presenting an opportunity for residential growth in the Subarea.

COMMUNITY ASSETS

The Mount Vernon core, including the South Kincaid Subarea, has a number of desirable amenities that provide current residents with entertainment, recreation, and opportunities to engage their community. These include the Skagit River and Park, Lincoln Theater, Celtic Arts Foundation, Waterfront Promenade, weekly farmer's market, library, and a number of restaurants and shops in the Downtown. The Downtown and Subarea also have government employment centers such as City Hall and Skagit County offices, in addition to the Co-Op and industrial employers Commercial Cold Storage and Schenk Packing. The Subarea houses a number of public health and human services, including the Friendship House, Mount Vernon Special Education School, Skagit County Public Defender, and Skagit County Public Health Department across Kincaid Street to the north.

TRANSIT NODES

The Subarea is bisected by a number of important regional transit and shipping corridors. Interstate 5, BNSF Railway, Skagit River, and Highway 536 either bisect the Subarea or form its boundaries.

The BNSF Railway moves both commuters and goods along the greater Cascade Corridor, from Eugene, OR to Vancouver, BC. The AMTRAK commuter rail station is located within a ten-minute walk of the Subarea center.

Interstate 5 provides direct access for visitors, goods and services, and offers high visibility into the Subarea. Highway 536 connects Interstate 5 through Downtown and on to Anacortes, Whidbey Island, and other Island County communities.

The Skagit River, although no longer an active shipping corridor, offers access to 150 miles of recreational boating and kayaking opportunities. In addition, a riverfront trail system is beginning to take shape, that will eventually provide pedestrians and cyclists with access to the waterfront and connection to popular regional roads and trails.

ACTIVITY CENTERS

Activity centers are areas of concentrated activity or uses. They can be beneficial to surrounding areas due to increased auto and foot traffic, and offer better activated and higher amenity public spaces. Mount Vernon has a number of activity centers, including Main Street, River Walk Park, the Co-Op, and City/County facilities. Within the Subarea, the City Hall, Public Works, and the Library creates an area of concentrated use.

The Historic Main Street District is a designation intended to spur excitement, rehabilitation, and a renewed interest in Main Street as the cultural and historic heart of Mount Vernon. Anchored by the popular Lincoln Theater, Figure 7 highlights how many of Main Street's building are prime for preservation and reuse—efforts already in progress with a select few. The South Kincaid Subarea is directly connected to Main Street through Cleveland Avenue.

River Walk Park has emerged as a major community draw since the completion of Phase II and opening in 2014. The park draws visitors from all over the region for craft fairs, live performances, and the Saturday farmer's market. When completed, Phase III will extend the park south to Kincaid Street, the northern boundary of the Subarea. This final phase, along with the completed sections of the accompanying trail system, will connect this activity center to South Kincaid.

Figure 7. Community assets map.

BUILT FORM

The South Kincaid Subarea contains a diverse array of building masses, architectural styles, and period representations. Much of the existing housing stock was constructed prior to 1970, with many fine examples of Victorian period styles, Arts and Crafts bungalows, and Art Deco. City-owned facilities, such as City Hall and Library add to the architectural diversity of the Subarea.

Building masses in the Subarea vary widely from single-story residential units, to half-block multi-story units along main arterial and collector streets (see images below). There are a number of multi-family buildings scattered through the site.

Figure 8. Significant architecture typologies in the Subarea.

Figure 9. Examples of architectural variation location map.

SUBAREA CONDITIONS

MARKET CONDITIONS

The South Kincaid Subarea is comprised of a mix of uses. The major activity in the area is commercial in nature, though residential uses occupy approximately 26 percent of area properties, with a mix of single- and multi-family housing. Government uses from city, county, and state agencies are also a significant presence. Mount Vernon's City Hall, City Library, and Public Works department are all located in the Subarea. The full Market Conditions Analysis can be found in Appendix D.

The following are key findings from the market assessment:

+ The data shows that the Mount Vernon region is growing, albeit slowly. The region's recovery from the Great Recession has been gradual, and by some measures, has even surpassed pre-recession levels. Commercial real estate vacancies are tightening—a sign that the market is improving. City and community stakeholders have mentioned that they have observed more adaptive reuse of existing buildings, one of the first indicators of new construction or redevelopment.
+ Strong conditions, like higher rents or employment growth, do not exist to spur major near-term redevelopment. However, there are trends, most notably population growth, that will create future demand for housing followed by commercial uses.
+ Development subsidized or transacted outside of current market bounds is always a possibility. If land is donated, a tenant is willing to pay more than current market rate, or there are financial incentives, then redevelopment could occur. This is likely the type of scenario that will need to encourage near term redevelopment of large, vacant, or underutilized sites.
+ Vacant and underutilized parcels that are accessible, low cost, and not too big are the best near term opportunity sites for redevelopment.

LAND USE & ZONING

Land use in the Subarea falls under four categories—Medium High-Density Multi-family, Government Center, Commercial/ Industrial, and the most abundant, Downtown Retail/Support Commercial.

A diversity of uses is allowed under current zoning in the Subarea, including industrial, manufacturing, commercial, and multi-family residential as seen in Figure 11. Currently, a number of single-family units reside within the C-1 zone, several of which have been successfully converted into businesses and live-work units.

Under current Multi-family Residential (R-3) zoning, a minimum net density of 10 dwelling units per acre (du/acre) is required with a maximum net density of 12 du/ac. However, 15 du/acre is permitted if 50% of required parking spaces are located in an enclosed area beneath the habitable. Unlike most of the other residential zoning designations for Mount Vernon, R-3 has no minimum lot size requirements.

The Comprehensive Plan identifies a number of sites with commercial/industrial development potential, including the approximately 10 acres of vacant land east of the railway. Current C-2 zoning allows for high-intensity commercial and retail uses of this site.

The Subarea does not contain any sensitive habitat or critical area designations, although portions along the Skagit River are within Shoreline Management Act jurisdiction. In addition, the entire site is within the 100-year floodplain and has experienced severe flooding numerous times. To mitigate this, a flood wall and levee system has been constructed and spans from Lions Park south along the river to the wastewater treatment plant. Once the City's Conditional Letter of Map Amendment (CLOMAR) and FEMA becomes a Letter of Map Amendment (LOMAR), portions of the Subarea will no longer be considered part of the 100-year floodplain, opening the site up to new development potential.

ZONING DESIGNATION	ACRES (IN SUBAREA)	MAXIMUM RESIDENTIAL DENSITY ALLOWED	SETBACK (FRONT/SIDE/REAR)	HEIGHT LIMIT	PARKING
CENTRAL BUSINESS DISTRICT (C-1)	11.31	UNLIMITED [1]	NONE	LIMITED BY FIRE SAFETY [2]	VARIES [3]
MULTI-FAMILY (R-3)	6.45	10-15 DU/AC [4]	20'/10'/20' [5]	3 FLOORS OR 35' IF PARKING IS LOCATED BENEATH HABITABLE FLOORS	BEDROOM COUNT [3]
GENERAL COMMERCIAL (C-2)	9.83	ONLY WATCHMAN'S QUARTERS	20'/0/0 [5]	LIMITED ONLY BY FIRE SAFETY AND BUILDING CODE CONSIDERATIONS [2]	VARIES WITH USE
COMMERCIAL / LIMITED IND. (C-L)	0.37	ONLY WATCHMAN'S QUARTERS	20'/0/0 [5]	LIMITED ONLY BY FIRE SAFETY AND BUILDING CODE CONSIDERATIONS [2]	VARIES WITH USE
LT. MANUFACTURING & COMM. (M-1)	3.19	ONLY WATCHMAN'S QUARTERS	20'/0/0 [5]	4 FLOORS	VARIES WITH USE
INDUSTRIAL (M-2)	5.16	ONLY WATCHMAN'S QUARTERS	20'/0/0 [5]	LIMITED ONLY BY FIRE SAFETY AND BUILDING CODE CONSIDERATIONS [2]	VARIES WITH USE

[1]Allowed above ground level or at ground level where not visible from the street. CUP required with 76 or more units.

[2]If located within Shoreline Management Act jurisdiction height will be limited to 55 feet.

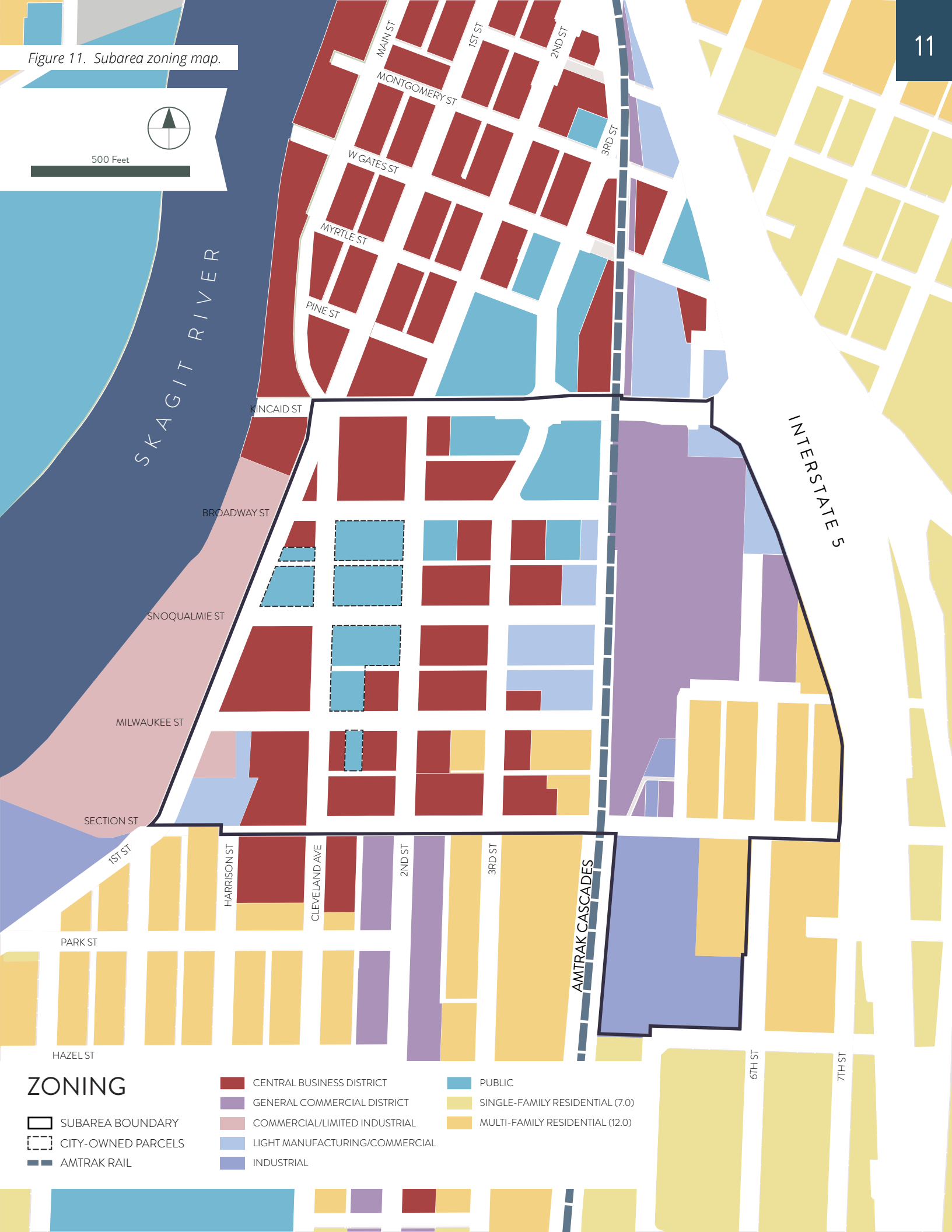
[3]If the site is located within 1,000 feet of public parking (measured along a normal pedestrian route to the front door of a proposed use) no additional parking requirements exist. For residential uses not within 1,000 feet of public parking the number of required spaces is determined by bedroom count; e.g. 2 bedroom units is required to provide 1 parking space. For other commercial uses not within 1,000 feet of public parking, the number of required spaces is determined by the type of use proposed; e.g. one parking space is required for each 300 net square feet of floor area for professional offices.

[4]10 du/acre minimum. 12 du/acre standard, if ½ required parking is provided under habitable floors the density can increase to 15 du/acre.

[5]25 feet is required along arterials, 10 feet along non-arterial streets. If a 25 foot setback is required it might be able to be reduced with concurrence of DS and PW Directors. Greater side/rear yard setbacks required when adjoining or abutting residentially zoned districts.

Figure 10. Requirements per the zoning code.

Figure 11. Subarea zoning map.



MOBILITY

Though private automobiles comprise the majority of traffic trips in the city and Subarea, Mount Vernon desires to improve walking, bicycling, and transit opportunities. Serving automobiles and promoting other modes of transportation is both an opportunity and challenge for the City over the next 20-years. Non-motorized transportation systems within the Subarea are important to reduce congestion, improve quality of life, and contribute to the overall well-being of city residents.

Land use is the primary driver of travel. If land use policies are designed to make travel to work, shopping, or other activities convenient, overall congestion will be reduced. As an example, if convenience shopping is close to residential areas, less driving will be required. The most effective land use policies support bicycle/pedestrian facilities and transit service.

EXISTING ROADWAY NETWORK

As seen in Figure 14, the existing roadway network within the Subarea is comprised of four different street classes. The characteristics of the streets are detailed below.

+ Kincaid Street is the main artery providing access to the Subarea from both Interstate 5 and surrounding neighborhoods. On-street parking is available on the north side of the street between South 3rd Street and South 2nd Street. Curb, gutter, and sidewalks are present on both sides of Kincaid Street. Kincaid Street includes signalized intersections at South 2nd Street and South 3rd Street. Kincaid Street and South 1st Street/Cleveland Avenue is all-way stop controlled.

+ South 2nd Street is a north-south principal arterial which connects the South Kincaid Subarea with the areas to the south and with Riverside Drive to the north. It includes one travel lane in each direction. South 2nd Street includes curb, gutter, sidewalk, and on-street parking on both sides.

+ Section Street is an east-west urban collector with one travel lane in each direction. From Harrison Street to Cleveland Avenue, Section Street is an 18-foot non-striped section with no non-motorized facilities. From Cleveland Avenue to South 6th Street, Section Street consists of a 40-foot section with curb, gutter, sidewalk, and on-street parking on both sides. From South 6th Street to its terminus at South 7th Street, Section Street is a 20-foot non-striped section with unpaved shoulders and no non-motorized facilities.

+ Cleveland Avenue is a north-south urban collector with one travel lane in each direction. Curb, gutter, and sidewalk are present on both sides of the street through the Subarea. Cleveland Avenue is a 40-foot section with parallel on-street parking on both sides. Between Snoqualmie Street and West Broadway, on-street parking is restricted to angled parking on the east side of Cleveland Avenue.

+ All streets in the Subarea have a 25 mph speed limit.

+ The following table is a description of roadway characteristics found within the Subarea and adjacent areas:

FUNCTIONAL CLASSIFICATION	ADT	ROW (FEET)	LANES	SPEED (MPH)
PRINCIPAL ARTERIAL	> 17,500	60 - 80	2 - 5	35 - 45
MINOR ARTERIAL	10,000 - 22,950	60 - 80	2 - 4	25 - 35
URBAN COLLECTOR	2,250 - 15,870	60	2 - 3	25 - 35
NEIGHBORHOOD	< 2,500	50 - 60	2	20 - 35

Figure 12. Design characteristics for the various street classes found in the Subarea.

LEVEL OF SERVICE

Level of service (LOS) is a qualitative description of the operating performance of an element of transportation infrastructure such as a roadway or an intersection.

All street segments and intersections in the Subarea currently operate at or above minimum LOS standards (Appendix E). Within the Subarea, Kincaid Street experiences the highest traffic volume with an average of 1,390 vehicles during peak hours (4:30-5:30pm).

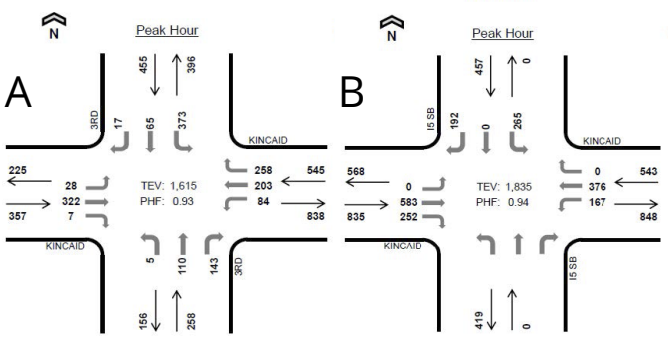


Figure 13. Peak hour (4:30 - 5:30pm) traffic counts for intersections A and B, as highlighted in Figure 14.

Figure 14. Street classes.

TRANSIT FACILITIES

Skagit Transit Route 206 operates westbound on Kincaid Street to southbound on South 2nd Street, connecting Skagit Station through South Kincaid to the Subarea. Route 206 operates weekdays from 6:30 AM to 8:00 PM and on weekends from 8:00 AM to 6:00 PM on 30 minute headways.

Kincaid Park and Ride is located on the north side of Kincaid Street, adjacent to Interstate 5. It provides access to Skagit Station, a multimodal hub with access to Skagit, Whatcom, and Island Transit routes as well as Amtrak passenger rail, Greyhound bus service, and commuter bus to Everett Station.

Existing transit services and park and ride facilities are shown in Figure 16.

PEDESTRIAN FACILITIES

All arterial and collector streets in the Subarea include sidewalks on both sides.

BICYCLE FACILITIES

The Subarea includes no dedicated bicycle facilities. The following arterial sections are designated shared bicycle lanes in the Mount Vernon Comprehensive Plan:

+ Section Street (Cleveland Avenue to South 6th Street)
+ South 2nd Street (Section Street to Kincaid Street)
+ South 3rd Street (Section Street to West Broadway)

Mount Vernon defines shared bicycle lanes as roads with a minimum 14-foot travel surface and which allow on-street parking. The Mount Vernon Comprehensive Plan identifies planned bicycle routes, as shown in Figure 16. The updated Transportation Element of the Comprehensive Plan also defines a goal of incorporating Complete Streets policies into roadway design. This would require bicycle lanes for most major roadways.

RAILWAY

The Subarea is bisected by a BNSF railway running north-south, parallel to Interstate 5 (See Figure 16). The railway supports both AMTRAK Cascade commuter and Class I freight, making it an integral part of the region's mobility and economy.

Skagit Station, located north of the Subarea across Kincaid Street, is an Amtrak rail link between Mount Vernon and Seattle, Portland, and Vancouver, B.C. Four trains a day currently stop at the station; two south bound trains and two north bound trains. Passenger trips to Seattle and Vancouver, B.C. average two hours and Mount Vernon to Portland averages approximately six hours.

Figure 15. AMTRAK rail network.

Figure 16. Subarea mobility.

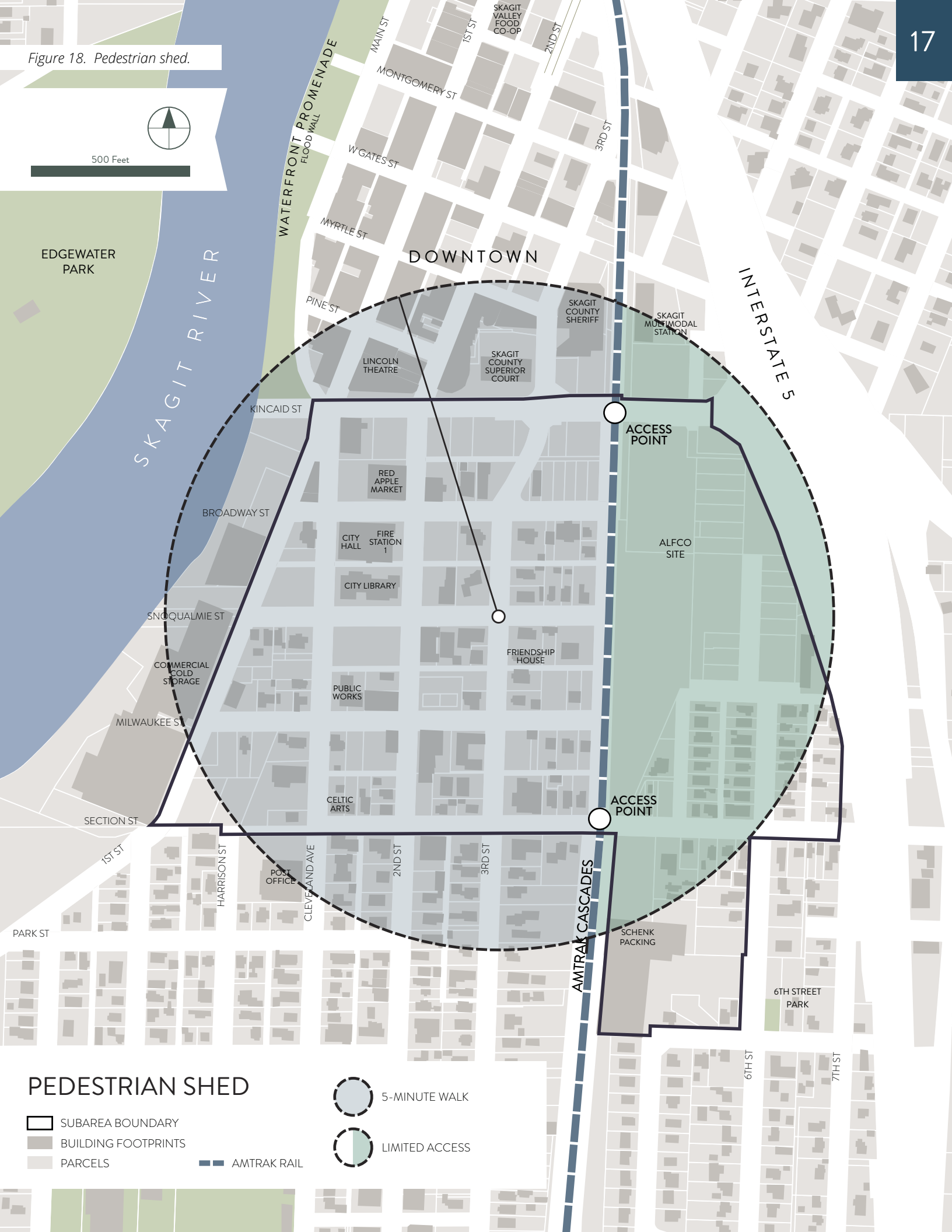
PEDESTRIAN SHED

Figure 18 highlights a very connected core area, with little topographic variance and a variety of routes linking destinations. This makes for a very 'walkable' Subarea, with excellent connections to the AMTRAK Station, River Walk Park, Main Street, and additional services located in the Downtown. The pedestrian shed, the building block of a walkable neighborhood, describes the walking distance between destinations in terms of travel time. Specifically, a pedestrian shed is the area encompassed by the walking distance from a subarea, district, or neighborhood center. They are often defined as the area covered by a 5-minute walk (about 0.25 miles, or 1,320 feet). They may be drawn as perfect circles, but in practice they have irregular shapes because they cover the actual distance walked, not the linear (aerial) distance.

As Figure 18 highlights, most of the Subarea's amenities are within a five-minute walk (0.25 miles) of the Subarea center. The AMTRAK Station and residential area east of the railway are slightly farther than this walkshed due to a limited number of access points across the railway tracks.

Figure 17. Looking east along Kincaid Street.

Figure 18. Pedestrian shed.



DEVELOPMENT POTENTIAL

As described in the market conditions analysis found in Appendix D, vacant and underutilized parcels are the best near term opportunity sites for redevelopment. Figure 20 highlights numerous developable parcels within the Subarea. These include vacant parcels, surface parking, and lots containing buildings with low values compared to their property value. These potential redevelopment and infill sites present some of the best opportunities to strategically implement new programming into the Subarea, as critical infrastructure is already present and little to no demolition is required.

METHODOLOGY

The methods used to evaluate and determine parcel condition were two-fold—visual survey and a formulaic analysis of parcel value compared with structure value within the given parcel called a land value ratio.

Figure 19 illustrates the ratio between improvement value (the value of buildings and structures) to land value. The darker the parcel, the more valuable the building standing on it is relative to the value of the underlying land. Lighter colored parcels are properties that may be underutilized – their land value is approaching the value of their respective buildings. This map shows that areas to the north and east, where lighter color parcels are most prevalent, may be suitable areas to target redevelopment, as seen in Figure 20.

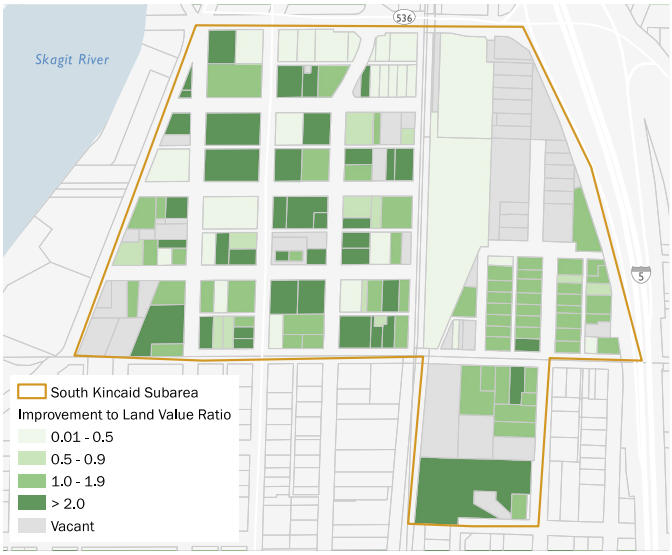


Figure 19. Improvement to Land Value Ratio. A larger version of the map can be found in Appendix D.
Source: Skagit County Assessor, ECONorthwest

ADAPTIVE REUSE

The Subarea contains existing building stock that is effectively being reused as office and live-work space. In addition to offering a more affordable approach to increasing commercial, office, and retail opportunities, adaptive reuse preserves the unique character of a given location. Studies have shown that neighborhoods with a diverse range of interspersed old and new building stock, also know as 'mixed-vintage blocks', have more stable economies, increased job opportunities, a higher diversification of uses and income, and are more stable during periods of slower economic growth. The following Comprehensive Plan policies support creating mixed vintage blocks in the Subarea:

+ Goal 1: Achieve a mix of housing styles in Mount Vernon that are appealing and affordable to a diversity of ages, incomes, and cultural backgrounds.

+ Goal 2: promote the preservation, maintenance and enhancement of existing housing and residential neighborhoods throughout the City.

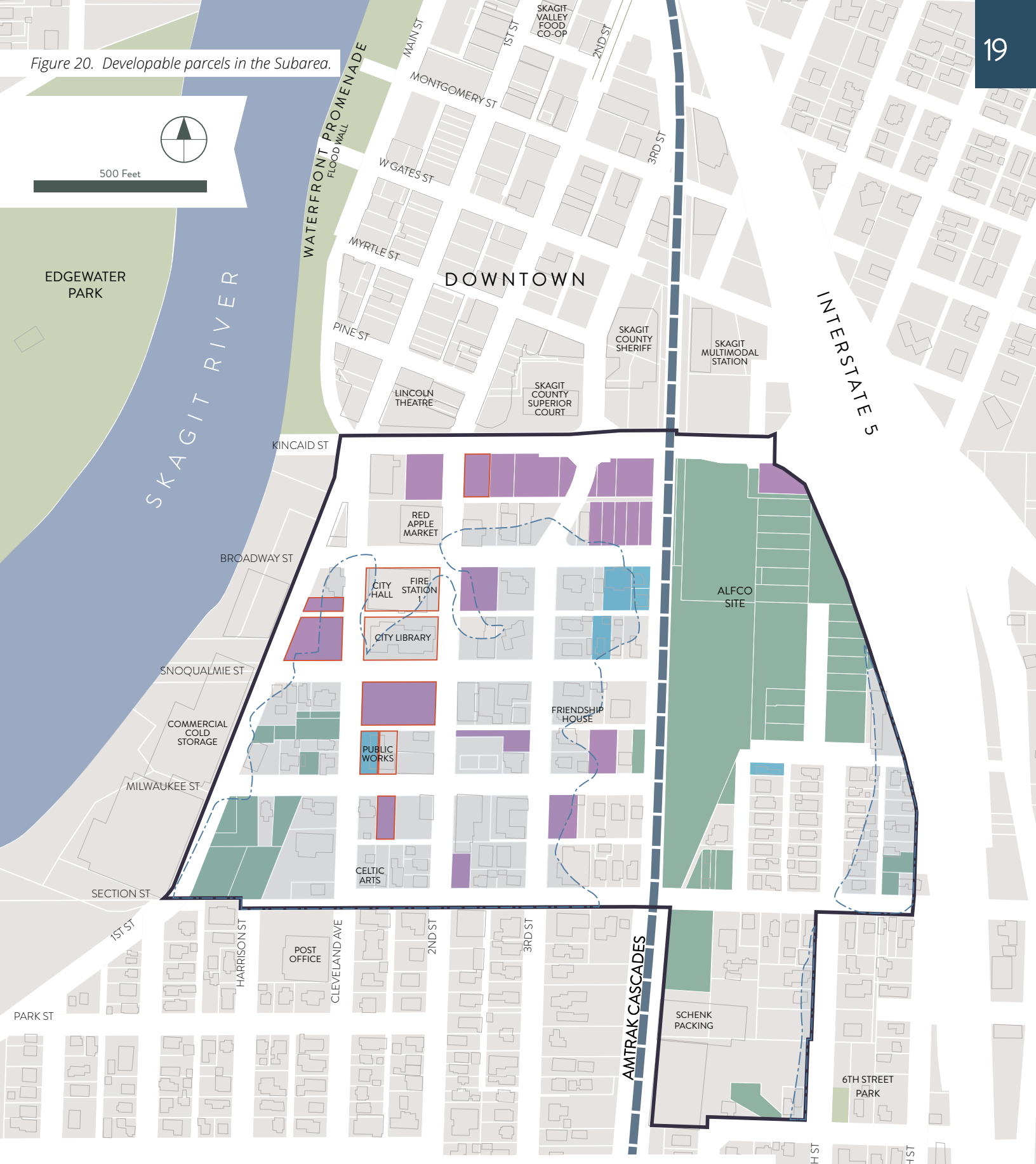
+ Policy HO-1.1.5 Plans and regulations should promote Planned Unit Developments and in-fill residential projects in close proximity to neighborhood centers, shopping and retail facilities, parks and other service uses.

+ Policy HO-1.1.6 To support businesses, reduce travel needs, offer work-live opportunities, and other alternative housing choices, City plans and regulations should encourage housing development Downtown and in other mixed use commercial zones.

DEVELOPMENT IN THE 100 YEAR FLOOD ZONE

As highlighted in Figure 20, following the completion of the Flood Protection and Revitalization Project, portions of the Subarea will remain in the 100-year flood zone. As a result, local building codes require new construction and substantial improvements be elevated to a finished floor height of 1-foot above the base flood elevation, use of flood-resistant materials and utility equipment, and anchoring of certain structures. Location in this zone is not thought to be a significant impediment to development; major flood events occurred in 1990 and 1995 with minimal property loss.

Figure 20. Developable parcels in the Subarea.



DEVELOPABLE PARCELS

MAP NOT TO BE USED IN DETREMINING OFFICIAL ELEVATIONS OR FLOODPLAIN LOCATIONS

- SUBAREA BOUNDARY
- BUILDING FOOTPRINTS
- CITY-OWNED PARCELS
- PARCELS
- STREETS
- AMTRAK RAIL
- REDEVELOPMENT POTENTIAL
- PARKING LOTS
- VACANT PARCELS
- APPROXIMATE 100-YEAR FLOOD ZONE LOCATION (FOLLOWING CITY'S CLOMAR BECOMING LOMAR)

Figure 21. Results from the Community Workshop 1 group mapping exercise.

Public Outreach & Results

"Mount Vernon invests in its capital facilities to support economic development and to enhance neighborhood character while meeting the functional requirements for a growing and changing City."
- Comprehensive Plan Capital Facilities Vision

STAKEHOLDER INTERVIEWS

As part of the subarea planing process, stakeholder interviews were conducted to gather information from residents, business owners, and public officials regarding the current state of the Subarea and visions for its future. These interviews were combined with accompanying spatial mapping diagrams to help form basic concepts that were evaluated during community workshops. The summaries of these events can be found in Appendix B.

The following themes emerged from these interviews:

+ Cleveland Avenue should be a phase one focus as an arts, culture, and innovation corridor.
+ Create a "civic campus" with City-owned parcels.
+ Perceptions of appropriate density seem to suggest a max of 3-4 stories in the area.
+ Mixed-use, mixed-income development is desired.
+ Retain/rehab existing historic stock where applicable and infill with multifunctional development.
+ Live-work units should be encouraged.
+ The Subarea should provide a myriad of housing types.
    + Retaining and reusing historic properties for new uses.
    + Adding townhouses as a good way to provide some density through infill using current lot dimensions.
+ There are catalyst development opportunities at the ALFCO and civic campus sites that could add and "anchor tenant" to the area.
+ Clustering social service programs in the area have created some unintended consequences—security issues, uncertainly around redevelopment, etc.
+ The Subarea should use thematic design elements that tie in with the Downtown and riverfront.
+ Kincaid Street needs to be developed as a gateway to the city.
+ The Subarea needs green and community gathering spaces.

Figure 22. Community Workshop 1 presentation.

COMMUNITY WORKSHOP 1

MAY 25, 2017

Workshop 1 participants were given an overview of existing conditions and major themes that emerged from the interview process, then asked to work together to identify issues and document their vision for the Subarea. They recorded their ideas on the maps provided using markers and sticky notes (see Appendix B). The following themes emerged from the Workshop, many of which confirmed themes from stakeholder interviews:

+ The City Hall, Fire Station 1, library, and Public Works should be developed to create a civic campus and help catalyze redevelopment of the Subarea.
+ Mixed-use, mixed-income infill developments should be a priority—3-5 stories seems like an appropriate density.
+ Increase opportunities for greater residential density.
+ Density should transition from a less dense south end to higher densities along the north border adjacent to Downtown.
+ Increase bicycle paths and walkability—especially the connections to the Downtown.
+ More parking is needed—a parking garage could be a good solution.
+ The Subarea should become a destination—uses like a public market, brewery, agriculture industry campus, ancient grain mill, or agriculture education center would achieve that goal.
+ Design space for community gathering and festivals.
+ Increase open space—plazas and pocket parks.
+ Create a civic plaza to link with the Downtown.
+ A hotel is needed.
+ The library should be kept in the Downtown area.
+ Ideas for the ALFCO site included a convention center, brewery, parking garage, multifamily housing, senior center, low-income housing, satellite tech campus, startup incubator space, and makers space for artisans and woodworkers (light industrial).
+ Expand River Walk Park into the Subarea.
+ Create pedestrian bridges over the railway.
+ Turn South Kincaid into a gateway boulevard.

COMMUNITY WORKSHOP 2

NOVEMBER 30, 2017

Workshop 2 participants were presented with the preferred Subarea alternative and goals and objectives that emerged from stakeholder interviews and Community Workshop 1. Participants were then asked to provide comments on the preferred alternatives successes and shortfalls. They recorded their ideas on the network maps provided using markers and sticky notes. The following updates were proposed, many of which required only small adjustments to the preferred alternative:

+ Keep commercial zoning adjacent to I-5.
+ Gateway corridor concept would be positive for Downtown.

Figure 23. Community Workshop 1 participants.

+ Work with county on their parcels, land swap or partnership.
+ Preserve mature trees.
+ 3rd and Section Street intersection is dangerous.
+ Increase pedestrian access to sites east of rail line.
+ Make section street a complete street
+ Increased pedestrian safety is needed.
+ Provide new business opportunities in the Subarea.
+ Pedestrian and bicycle connections to Downtown and neighborhoods are critical.
+ C1c zoning will add much needed flexibility to the Subarea.
+ Embrace the other natural wonders such as "Hub of North Cascades/Islands," recreation, natural environment, river, salmon/steelhead fisheries.
+ Frontage road parallel to I-5 is needed to absorb increased freight traffic.
+ More affordable housing is needed.
+ Concentrate C-1a in areas of high activity potential, adjacent to civic campus.
+ Incentivize initial projects to jumpstart development, permitting, and regulatory improvement requirements. Need to be efficient, speedy, & reasonably affordable to off set risks for initial projects.
+ Keep the library in Downtown.
+ West end of Kincaid represents a crucial opportunity to resolve pedestrian/vehicle connections to Downtown.

COMMUNITY WORKSHOP 3

APRIL 2, 2018

Workshop 3 participants (see Appendix B) were presented with the preferred Subarea alternative, goals, objectives, and policies refined from the previous outreach efforts. Following the presentation, a question and answer session provided a forum in which participants discussed and clarified aspects of the alternative and supporting content. Workshop 3 feedback implementation required no major updates and only minor revisions regarding graphic clarity.

Figure 24. Fire Station 1 & Civic Campus Charrette participants.

FIRE STATION & CIVIC CAMPUS CHARRETTE

SEPTEMBER 20, 2017

The City of Mount Vernon has prioritized the development of a new Fire Station 1 to replace the current functionally obsolete facility (Figure 25). The charrette provided an opportunity for key stakeholders, including the Fire Chief and staff, City Council members, Mayor, and planning department to:

+ Explore Subarea site constraints and opportunities.
+ Better understand fire station sizing, layout, and siting options.
+ Consider ideal locations for a new station using baseline square footage requirements and established siting parameters.
+ Develop ideas for the new station configuration.
+ Site compatible uses desired in the area.
+ Create a vision for a civic campus, including programming and configuration.

Charrette participants were given an overview of existing conditions and description regarding how this effort folds into the Subarea Plan process. They were then asked to work together to identify an appropriate site, configure a layout, and document their reasoning. Ideas were recorded on maps using the scaled game pieces, markers, and sticky notes (see Appendix C). The following themes emerged from the charrette, many of which were of consensus among the working groups:

+ Fire Station 1 should be co-located with other civic uses, including critically needed open space
+ The civic campus should include opportunities for private investment, where applicable
+ The civic campus should be designed with intent so that it may function as a community amenity
+ Additional proposed programming for the civic campus included structured parking, mixed-use residential, park space, and a new library
+ Because of the slightly undersized lot requirements for a new station, a multi-story structure should be considered to fit within neighborhood context and small lots.
+ Ideas for adjacent compatible land uses included park/ open space, parking structure, community space, and mixed use multistory units.
+ Many participants identified the parking lot to the south of the library as an ideal site for the new station. As part of a civic campus, the new station should explore re-purposing the current Public Works site, if Public Works was relocated to a re-purposed or rebuilt Station 1.

CIVIC CAMPUS VISIONING

The civic campus consists of an approximately 2.5-acre City-owned parcel cluster that currently houses City Hall, Public Works, Fire Station 1, a parking lot, and the public library (Figure 25). Depending on where future site functions are located, reconfiguration and reuse scenarios are likely, each of which should re-imagine the civic campus as the cultural center of the Subarea. Participants were asked to consider the following:

+ Should a new public library stay on site or be relocated elsewhere?
+ What is the best way to organize spaces to reflect a civic campus configuration?
+ How best to connect the campus with the surrounding community?
+ Where best to provide public space opportunities to strengthen the connections?

Charrette participants were then asked to imagine how best to collocate current uses and what new programming, if any, could add to a robust and active community civic campus. Many of the concepts carried over from the Fire Station 1 siting exercise, which took place prior to the civic campus exercise. The following themes for the civic campus emerged:

+ The new Fire Station 1 should be located at the site of the current library parking lot and include the current site of Public Works.
+ Public Works should relocate to the current site of Station 1, adjoining City Hall.
+ The library should be relocated to the City owned parcel just west of the civic campus, or to the surface parking lot to the northeast.
+ There were several concepts for the current library site, including structured parking, mixed-use, park, and a new multistory public library.

Figure 25. Existing Fire Station1 and proposed Civic Campus locations

Figure 26. Black-eyed Susan's growing in the Subarea.

Goals, Objectives, & Policies

Enhance and develop the South Kincaid Subarea to create an attractive, dynamic, and cohesive urban environment that supports and compliments the historic Downtown and prioritizes non-motorized travel. - Subarea Plan Goal

Following the public outreach process, the goals, objectives, and supporting policies were crafted to reinforce the community vision and values for the Subarea. Ultimately, the policies will guide future development and infrastructure upgrades, creating a more coherent neighborhood.

To achieve the goal above, the Subarea Plan has the following four objectives and supporting policies:

OBJECTIVE 1.1

Maintain and extend the human scale appropriate to the area with regulations aimed at shaping the mass, height, and bulk of new and re-developed structures.

POLICIES

1.1.1 Support development that complements the function, scale, and style of the Downtown.

1.1.2 Consider creating incentives for the installation of public art.

1.1.3 Encourage development that will bring vitality and activity during evenings and weekends.

1.1.4 Create a visually cohesive district. Use contextually-appropriate thematic design elements that tie in with the Downtown and riverfront. This could be done using common elements, such as street trees, paving materials, or signage.

1.1.5 Design South Kincaid Street to function as a gateway.

OBJECTIVE 1.2

Ensure that non-motorized modes of travel have safe, comfortable, and attractive ways that connect with transit, the historic Downtown, and surrounding recreational amenities near the Subarea.

POLICIES

1.2.1 Link the trails, parks, and other greenspaces within the Subarea and make sure there are connections to abutting trails, parks, and other greenspaces. Emphasize connections to the riverfront trail/open spaces.

1.2.2 Focus on amenities such as bulb-outs, street trees, landscaping, lighting, and other features that encourage pedestrian travel within and through the Subarea.

1.2.3 Increase connections to the Downtown, with safe and functional pedestrian and cyclist intersection crossings along South Kincaid Street.

1.2.4 Develop a detailed streetscape plan and maximize green spaces, natural surfaces, plants, lighting, and streetscaping.

1.2.5 Strengthen non-motorized connections to the Downtown and Riverwalk Park.

1.2.6 Design enhanced connections to and through the site once occupied by Alf Christianson Seed Company.

OBJECTIVE 1.3

Enhance the economic vitality of the Subarea and abutting Downtown with a mix of businesses and housing types. Strongly encourage mixed use and live/work developments.

POLICIES

1.3.1 The mix of uses allowed within the Subarea needs to reflect the setting surrounding different places within the Subarea.

1.3.2 Adopt regulations that allow portions of the Subarea closest to Interstate-5 to be developed with more intense, freeway-oriented uses.

1.3.3 Adopt regulations that provide opportunities for new retail, mixed-use, live-work, office, and hotel space.

1.3.4 Encourage the retention and reuse of existing historic buildings for new uses through adaptive reuse principals.

1.3.5 Adopt zoning regulations that allow 3-4 story mixed-use mixed-income infill development, and increase residential density with a variety of housing types, including multifamily, stacked flats, zero lot line townhouses, and ADU's.

1.3.6 Adopt a South Kincaid Subarea Comprehensive Plan designation. Following adoption of the Comprehensive Plan designation, encourage property owners within the Subarea to rezone their property to the designations shown in Figure 31 map.

OBJECTIVE 1.4

Improve, enhance, and expand community amenities within the Subarea.

POLICIES

1.4.1 Enhance and repurpose the Civic Campus surrounding City Hall.

1.4.2 Increase open space and community gathering space—plazas and parks—throughout the Subarea.

1.4.3 Encourage the construction of a new public library in the Subarea.

1.4.4 Enhance Cleveland Ave to become an arts and innovation corridor.

1.4.5 Encourage agricultural-based destinations and uses like a public market, brewery, agricultural industry campus, ancient grain mill, and/or agriculture education center.

1.4.6 Construct new Fire Station 1 to serve the Subarea and Downtown.

Figure 27. The Mount Vernon water tower.

Figure 28. Coneflowers growing at City Hall.

Recommendations & Implementation

"The City of Mount Vernon is a welcoming community, characterized by a home-town atmosphere, with diverse housing options available to a full spectrum of its residents throughout their lives. Mount Vernon strives to meet a high standard of livability with a mix of home ownership and rental opportunities and is committed to protecting and improving existing residential neighborhoods, balancing new development with the rehabilitation of existing housing, and ensuring that residents have opportunities to work near their homes without having to commute long distances." - Comprehensive Plan Housing Vision

PLAN RECOMMENDATIONS

OVERVIEW

The South Kincaid Subarea Plan translates project goals, objectives, and policies into implementable actions that integrate land use, circulation, and growth patterns. The Plan leverages Mount Vernon's strong community amenities—Downtown, Riverwalk Park, Civic Campus—as tools around which to organize area improvements and growth (see Figure 41). Recommendations intend to enhance and extend Mount Vernon's downtown and connect people to the river by mimicking some of Downtown's features and strengthening connections to Downtown and from the Subarea. The Plan is based on a shared community vision, anchored by projected future demand for housing and amenities (see Appendix D) in the area.

The Plan's recommendations intend to:

+ Organize new development around enhanced community amenities.
+ Encourage mid-rise (3-4 story), multifamily, mixed-use, and live/work developments and allow ground floor residential in multistory developments by amending C-1 zoning and offering rezoning for some properties within the Subarea (see Figure 31).
+ Incentivize preservation of historic building stock by increasing its functionality through adaptive reuse.
+ Improve circulation by defining safe routes for pedestrians and cyclists, strengthening connections to the riverfront and Downtown, and enhancing street features to better coordinate traffic flow.
+ Create a Civic Campus to function as the community centerpiece and Subarea activity center.
+ Increase parks and open space as amenities for Subarea residents, Downtown workers, and visitors.
+ Provide increased residential densities that will support continued revitalization of Downtown.

The following sections detail action and implementation items to guide decision-makers following the adoption of the Subarea Plan. These items are the next steps that will guide future investment and development. They are categorized as follows:

+ Land Use
+ Economic Development
+ Civic Campus
+ Circulation
+ Parks & Open Space
+ Community Design

LAND USE (LU)

LU1 Adopt a new zoning district called the C-1c zone. Encourage properties identified as C-1c in Figure 31 to be rezoned. C-1c zoning should allow for a diverse mix of commercial and residential.

LU2 Allow the northern portion of the ALFCO LLC property to remain zoned General Commercial (C-2).

LU3 Study the feasibility of reducing the parking requirement in the municipal code for new developments in the Subarea.

LU4 Develop a Civic Facilities Campus Master Plan that sites Fire Station 1, City Hall, Public Works, public open space, and/or administrative space on City-owned properties (see Figure 34) to function as an organizational tool for development and neighborhood centerpiece.

LU5 Coordinate with the County to study the feasibility of developing property fronting S Kincaid Street, (between 2nd and 3rd Streets) for a new parking garage, library, civic uses, and/or open spaces.

LU6 Add the following South Kincaid Subarea Plan projects to the City's CIP: north/south trail through the Alf Christianson property from South Kincaid to Section Streets, the pedestrian easement needed near the intersection of Section and 1st Streets, intersection improvements at Section and 3rd Streets, and gateway improvements to Kincaid Street.

LU7 Coordinate with Economic Development Association of Skagit County (EDASC), and others as applicable, to identify and recruit agricultural-based businesses and uses to locate within the Subarea

ECONOMIC DEVELOPMENT (ED)

ED1 Evaluate reductions to City impact and hookup fees, and tax incentives for new Subarea infill development that meets Subarea goals. Special incentives should be considered for uses or actions prioritized by the Plan that may not be provided by the private market. These could include development subsidizing arts and/or innovation uses and adaptive reuse of historic structures.

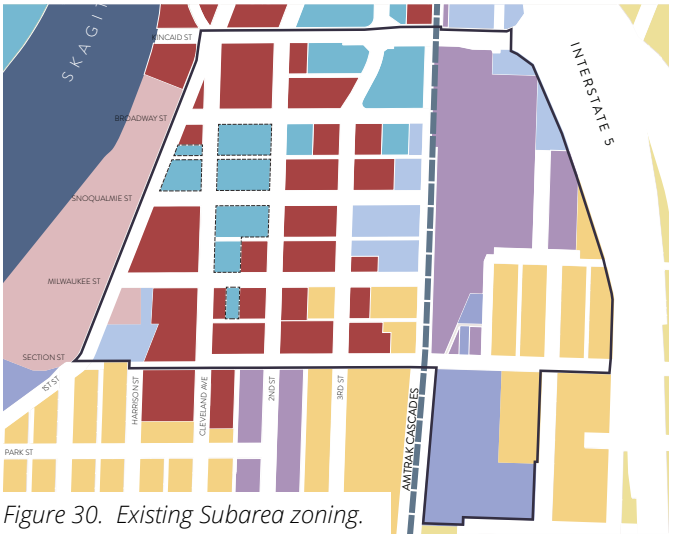
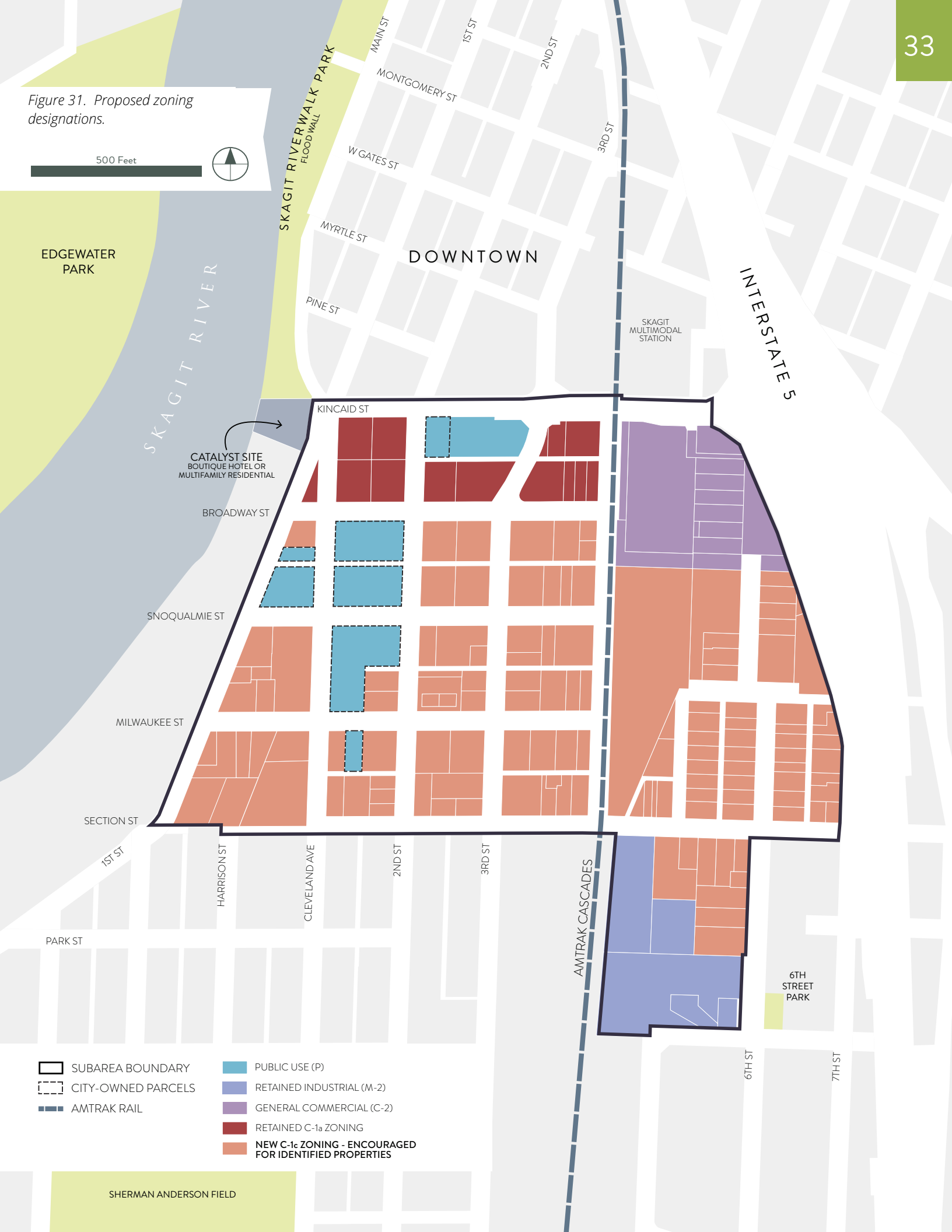


Figure 30. Existing Subarea zoning.

Figure 29. Contextually-appropriate multifamily and mixed use infill development.

Figure 31. Proposed zoning designations.



CIVIC CAMPUS

Based on stakeholder recommendations received during the Fire Station & Civic Campus Charrette (see Appendix C) civic functions, such as the new Fire Station 1, City Hall, Public Works, and administrative space will be co-located within City owned properties (see Figure 34). This clustering of activity will form a "civic campus" within the Subarea. The civic campus should also include public amenities such as community meeting space, park space, opportunities for passive recreation, and shared street design. The civic campus will function as an organizational tool for development and Subarea neighborhood centerpiece.

SHARED STREET

Creating a shared street with the portion of Snoqualmie Street that bisects the civic campus (see Figure 32 and Figure 34) will effectively link the north and south sections together and can be temporarily closed to vehicles to provide community space for hosting neighborhood events. Shared streets maintain access for vehicles operating at low speeds and permit easy loading and unloading of passengers. They are also designed to implicitly slow vehicle traffic speeds using pedestrian volumes, design, and other cues such as textured or permeable surfaces that are flush with curbs. Bollards, paving materials, and street furniture help to define parking and further delineate pedestrian spaces from the street.

Figure 33. Civic campus boundary.

Figure 32. Shared street vision.

Figure 34. Civic Campus Vision.

CIRCULATION (CN)

CN1 Construct robust streetscapes, pedestrian links, safe intersection crossings, formalized bike routes, and non-motorized facilities.

CN2 Construct storm water infrastructure, such as permeable paving and infiltration swales, along with increased tree canopy cover as part of all street improvements.

CN3 Preserve 25mph speed limit along Cleveland Avenue to facilitate safe multimodal travel and lane-sharing with cyclists.

CN4 Construct roundabout at intersection of S Kincaid and 3rd Streets to facilitate increased trip demand from new commercial and residential developments .

CN5 Design and fund a four-way stop that incorporates non-motorized amenities at Section and 3rd Streets.

CN6 Negotiate a non-motorized easement for public use to connect Section Street with S 1st Street.

CN7 Establish thematic network of wayfinding signage and planar safety markings, such as sharrows and highly defined pedestrian crossings, to facilitate movement to and through enhanced non-motorized priority corridors.

Figure 35. Non-motorized movement and proposed intersection improvements

Figure 36. Circulation network and transportation infrastructure improvements.

PARKS & OPEN SPACE (PO)

PO1 Design the Civic Campus to include public amenities such as community meeting space, park space, opportunities for passive recreation, and a shared street.

PO2 Design improvements for the South 6th Street Park to include enhanced non-motorized connections.

PO3 Fund design work for new or enhanced open spaces within the Subarea.

PO4 Include Downtown Gateway Plaza in design and construction of parcels along S Kincaid Street.

As seen in Section 8-2 of the Parks & Recreation Comprehensive Plan, the Subarea is defined as having a Moderate + Level of Need. However, with increased residential densities, the construction of a neighborhood park will become vital to the health and well-being of Subarea residents. Neighborhood parks are generally small (2-10 acres), pedestrian-oriented, and situated to serve residents of an immediate area (1/2-mile radius). Recreational activities may include both passive and active uses, as well as multi-use facilities. Neighborhood parks may also feature natural or conservation areas which include boardwalks, nature trails, picnic facilities, shelters, and seating/observation areas. They should also accommodate a wide variety of age and user groups, including children, adults, seniors, and special populations.

Several parks and open spaces are proposed, including a new neighborhood park and gateway plaza (see Figure 39). There is also the potential for a large open space along the riverfront.

Figure 37. Examples of civic campus open space and plaza.

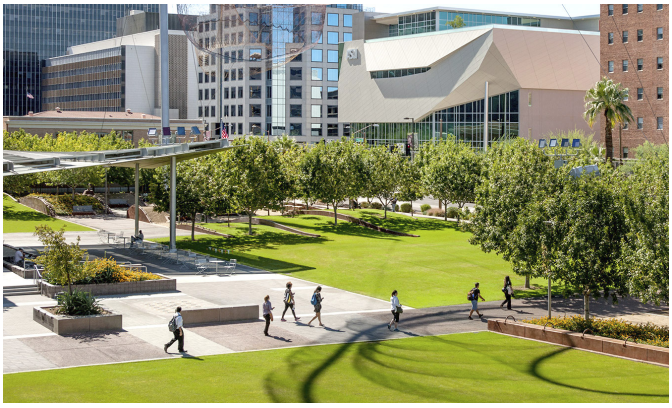


Figure 38. Examples of neighborhood and pocket parks.

Figure 39. Locations of proposed parks and open space.

COMMUNITY DESIGN (CD)

CD1 Organize traditional (C-1a) mixed-use facilities along South Kincaid Street and the Civic Campus to create a strong transition from the more intense Downtown commercial/retail to a residential neighborhood (C-1c) as detailed in the Land Use section.

CD2 Update the City's existing Design Standards for small lot and multifamily uses and create design standards for the Downtown and Subarea. Include today's best practices and ensure Subarea goals are reflected. Develop a palette of contextually sensitive thematic design elements, such as banners, paving patterns and textures, lighting fixtures, hardscape, and planting schemes to establish Subarea identity. Provide extra focus of elements along S Kincaid Street and Cleveland Avenue (described in CD 5 and 6).

CD3 Promote "mixed-vintage" blocks through historic preservation and/or adaptive reuse of historic building stock.

CD4 Fund study for Arts and Innovation Corridor along Cleveland Avenue to identify the likely demand for these uses and develop a comprehensive approach to recruitment, corridor marketing, urban design, and economic incentives.

CD5 Fund gateway corridor plan for South Kincaid Street to outline improvements that will establish a design aesthetic, increase safety, encourage public art, and create physical and visual transition between Downtown and the Subarea.

The importance of community character was a shared theme during the planning process. Community members feel strongly about the importance of retaining the character and scale of the Subarea. The physical appearance and function is integral to achieving each of the goals. The predominant challenges related to community design is to ensure new development 1) respects the existing architectural character; 2) favors infill and adaptive reuse development over redevelopment that requires demolition of existing structures, particularly those with historic value; 3) selects materials and forms, including bulk and scale, that celebrate the unique history and archetypes of the Subarea; and 4) creates a more attractive and connected neighborhood pedestrian environment.

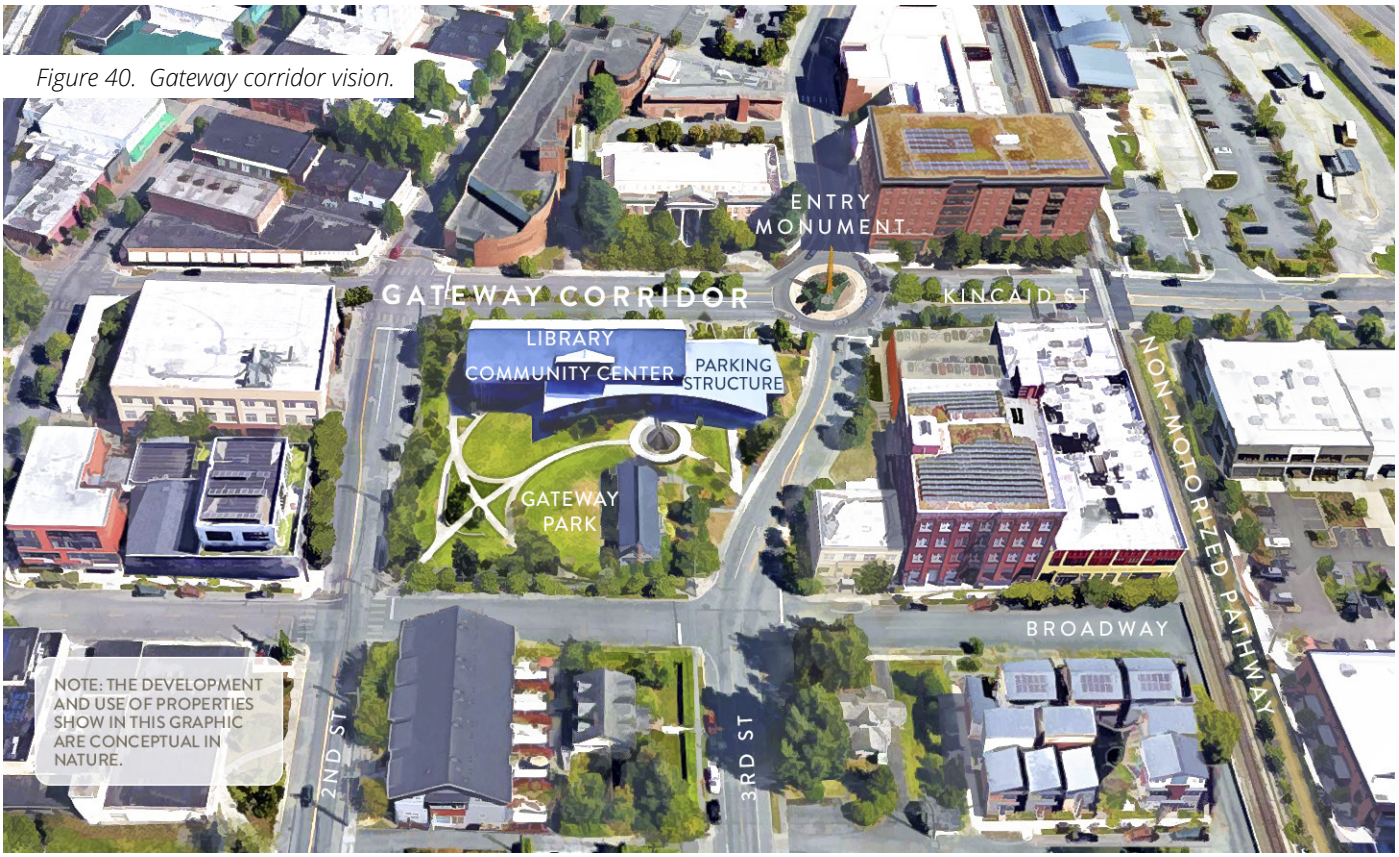


Figure 40. Gateway corridor vision.

Figure 41. Subarea illustrative vision.

IMPLEMENTATION & TIMELINES

The City will complete the following key implementation actions subsequent to the adoption of the Subarea Plan:

1. Add the South Kincaid Subarea designation to all applicable Mount Vernon Comprehensive Plan maps.
2. Add the north-south multi-use trail through the ALFCO LLC property from Kincaid to Section Streets as well as the future pedestrian connection needed near the intersection of Section and 1st Streets to the Parks & Recreation Element of the Comprehensive Plan.
3. Adopt new zoning regulations creating the C-1c zone.
4. Complete an area-wide rezone that will redesignate portions of the Subarea to the C-1c zone.
5. Adopt new zoning regulations in the Parking Chapter to add ways that parking could be reduced in the subarea.

During Q3/Q4 of FY 2018 to 2019, the City intends to implement the following Subarea Plan policies:

1. Adopt updates to the City's existing Design Standards for small lot and multi-family development and adopt new Design Standards for the Downtown and the subarea.
2. Add public projects within the subarea to the City's CIP.
3. Coordinate with the County to study the feasibility of siting a structured parking facility, new library and community center on the south side of Kincaid Street between 2nd and 3rd streets.
4. Commence a process to study impact and connection fees to see if reductions in the subarea can be supported.
5. Start the Master Plan process to site a new Fire Station 1.
6. Initiate a parking study within the subarea to determine reductions in parking requirements that could be codified.

During FY 2019 and beyond, the City will explore implementing the following items:

1. Design of the gateway corridor plan for S Kincaid Street.
2. Design of the 4-way stop at Section and 3rd Streets.
3. Design of non-motorized improvements to roadway networks to meet the circulation and open space policies.
4. Fund the scoping of the pedestrian easement desired near the intersection of Section and 1st Streets.
5. Commence the process to establish the thematic network of wayfinding signage and planar safety markings.
6. Funding and/or finding grant opportunities to establish an Arts and Innovation Corridor along Cleveland Ave.

Several of these projects will require extensive investment of public funds. Alternative funding sources, such as grants and public-private partnerships should be explored, as long as their outcomes achieve the intent of the Plan's goal, objectives, and policies.

Figure 42. Potential City-led projects in the Subarea.

RELATIONSHIP MATRIX

The following is a matrix that illustrates the relationship between the policies and action items articulated within the Plan.

POLICY	DESCRIPTION	ACTION ITEMS
OBJECTIVE 1.1	MAINTAIN AND EXTEND THE HUMAN SCALE APPROPRIATE TO THE AREA WITH REGULATIONS AIMED AT SHAPING THE MASS, HEIGHT, AND BULK OF NEW AND RE-DEVELOPED STRUCTURES.	
1.1.1	SUPPORT DEVELOPMENT THAT COMPLEMENTS THE FUNCTION, SCALE, AND STYLE OF DOWNTOWN.	LU1, CD2
1.1.2	CONSIDER CREATING INCENTIVES FOR THE INSTALLATION OF PUBLIC ART.	CD6
1.1.3	ENCOURAGE DEVELOPMENT THAT WILL BRING VITALITY AND ACTIVITY DURING EVENINGS AND WEEKENDS.	LU1, CN1
1.1.4	CREATE A VISUALLY COHESIVE DISTRICT. USE CONTEXTUALLY-APPROPRIATE THEMATIC DESIGN ELEMENTS THAT TIE IN WITH THE DOWNTOWN AND RIVERFRONT.	CD2, CN7
1.1.5	DESIGN SOUTH KINCAID STREET TO FUNCTION AS A GATEWAY.	CD6, CN4
OBJECTIVE 1.2	ENSURE THAT NON-MOTORIZED MODES OF TRAVEL HAVE SAFE, COMFORTABLE, AND ATTRACTIVE WAYS THAT CONNECT WITH TRANSIT, THE HISTORIC DOWNTOWN AND SURROUNDING RECREATIONAL AMENITIES NEAR THE SUB-AREA.	
1.2.1	LINK THE TRAILS, PARKS, AND OTHER GREENSPACES ... OTHER GREENSPACES. EMPHASIZE CONNECTIONS TO THE RIVERFRONT TRAIL/OPEN SPACES.	CN1, CN6
1.2.2	FOCUS ON AMENITIES SUCH AS BULB-OUTS, STREET TREES, LANDSCAPING, LIGHTING, AND OTHER FEATURES THAT ENCOURAGE PEDESTRIAN TRAVEL WITHIN AND THROUGH THE SUB-AREA.	CN1, CN7
1.2.3	INCREASE CONNECTIONS TO THE DOWNTOWN, WITH SAFE AND FUNCTIONAL PEDESTRIAN AND CYCLIST INTERSECTION CROSSINGS ALONG KINCAID STREET.	CN4, CN7
1.2.4	DEVELOP A DETAILED STREETSCAPE PLAN AND MAXIMIZE GREEN SPACES, NATURAL SURFACES, PLANTS, LIGHTING, AND STREETSCAPING.	CN2, PO4
1.2.5	STRENGTHEN NON-MOTORIZED TRANSIT CONNECTIONS TO THE DOWNTOWN AND RIVERWALK PARK.	CN1, CN7
1.2.6	DESIGN ENHANCED CONNECTIONS TO AND THROUGH THE SITE ONCE OCCUPIED BY ALF CHRISTIANSON SEED COMPANY.	CN4, PO3, CD6
OBJECTIVE 1.3	ENHANCE THE ECONOMIC VITALITY OF THE SUB-AREA AND ABUTTING DOWNTOWN WITH A MIX OF BUSINESSES AND HOUSING TYPES. STRONGLY ENCOURAGE MIXED USE AND LIVE/WORK DEVELOPMENTS.	
1.3.1	THE MIX OF USES ALLOWED WITHIN THE SUB-AREA NEEDS TO REFLECT THE SETTING SURROUNDING DIFFERENT PLACES WITHIN THE SUB-AREA.	LU1, LU2
1.3.2	ADOPT REGULATIONS THAT ALLOW PORTIONS OF THE SUB-AREA CLOSEST TO INTERSTATE-5 TO BE DEVELOPED WITH MORE INTENSE, FREEWAY ORIENTED USES.	LU2
1.3.3	ADOPT REGULATIONS THAT PROVIDE OPPORTUNITIES FOR NEW RETAIL, MIXED-USE, LIVE-WORK, OFFICE, AND HOTEL SPACE.	LU1
1.3.4	ENCOURAGE THE RETENTION AND REUSE EXISTING HISTORIC BUILDINGS FOR NEW USES THROUGH ADAPTIVE REUSE PRINCIPALS.	LU1, CD2, CD3
1.3.5	ADOPT ZONING REGULATIONS THAT ALLOW 3-4 STORY MIXED-USE MIXED-INCOME INFILL...WITH A VARIETY OF HOUSING TYPES, MULTIFAMILY STACKED FLATS, ZERO LOT LINE TOWNHOUSES, AND ADU'S.	LU1
1.3.6	ADOPT A SOUTH KINCAID COMPREHENSIVE PLAN DESIGNATION...ENCOURAGE PROPERTY OWNERS TO REZONE TO THE DESIGNATIONS SHOWN ON FIGURE 30 "PROPOSED ZONING DESIGNATION".	LU1, CD1
OBJECTIVE 1.4	IMPROVE, ENHANCE, AND EXPAND COMMUNITY AMENITIES WITHIN THE SUB-AREA.	
1.4.1	ENHANCE AND REPURPOSE THE CIVIC CAMPUS SURROUNDING CITY HALL.	LU4
1.4.2	INCREASE OPEN SPACE AND COMMUNITY GATHERING SPACE—PLAZAS AND PARKS THROUGHOUT THE SUBAREA.	PO1, PO2, PO3, PO4
1.4.3	ENCOURAGE THE CONSTRUCTION OF A NEW PUBLIC LIBRARY IN THE SUB-AREA.	LU5, CD5
1.4.4	ENHANCE CLEVELAND AVE TO BECOME AN ARTS AND INNOVATION CORRIDOR.	CITY
1.4.5	ENCOURAGE AGRICULTURAL-BASED DESTINATIONS AND USES LIKE A PUBLIC MARKET, BREWERY, AGRICULTURAL INDUSTRY CAMPUS, ANCIENT GRAIN MILL, AND/OR AGRICULTURE EDUCATION CENTER.	LU7
1.4.6	CONSTRUCT NEW FIRE STATION 1 TO SERVE THE SUB-AREA AND DOWNTOWN.	LU4

Figure 43. Subarea policies and action items relationship matrix.

Figure 44. Catalyst projects will help anchor new Subarea developments.

KATHRYN KAY
ABOUT
SUBAREA PLAN
SOUTH KINCAID SUBAREA PLAN
DOWNTOWN
EDGEWATER PARK
SKAGIT COUNTY COURTHOUSE
SKAGIT MULTIMODAL STATION
LINCOLN THEATRE
CITY HALL
FIRE STATION
CITY LIBRARY
PUBLIC WORKS
MAPPING EXERCISE INSTRUCTIONS
INTERSTATE 5
SCHENK PACKING
RAK CASCADES
PARK ST
W HAZEL ST
ZONING
CONSTRAINTS
UNDEFINED CONNECTIONS TO DOWNTOWN
UNDEFINED GATEWAY
NO UNIFIED VISION
DIFFICULT TO ACCESS
NO DIRECT WATERFRONT ACCESS
GROUP MA
SUBAREA BOUNDARY
BUILDING FOOTPRINTS
CITY-OWNER PARCELS
AMTRAK RAIL
VACANT PARCELS
SKAGIT RIVER
TRANSIT
City of MOUNT VERNON
10 Assorted Colors
Broad Line
Preferred by Teachers!
MARKERS
10

Appendix A - Stakeholder Interviews

STAKEHOLDER INTERVIEW QUESTIONS

STAKEHOLDER INTERVIEWS 1 SUMMARY

STAKEHOLDER INTERVIEWS 2 SUMMARY

STAKEHOLDER INTERVIEW QUESTIONS

These questions were used to help begin a broader community discussion about the Subarea, specific areas of focus, and opportunities to capitalize on current site assets. Stakeholders are encouraged to explore ideas beyond those outlined below and to express concepts or concerns on the maps provided.

+ What do you appreciate most about living in Mount Vernon?
+ Who are you, where do you live, and how do you use the Subarea—live, work, play?
+ Do you regularly spend time in the Subarea outside of work hours?
+ How do you feel about the Subarea today? Is there something unique about it?
+ What do you think are the biggest challenges for the Subarea?
+ What would you like us to avoid, if anything?
+ What services/improvements are most needed in the area?
+ How do you typically commute to the Subarea or Downtown?
+ Is the Subarea transportation network well connected to Downtown, the Riverfront, local neighborhoods?
+ Is the area walkable and comfortable for pedestrians? If not, where are the issues?
+ Does the area have adequate bicycle infrastructure?
+ Is there adequate parking? Are there any traffic concerns?
+ How do you imagine Mount Vernon in the future? What kind of role will the Subarea play?
+ Is there another city/town in the region you like to visit? What makes this place special to you?
+ In your mind, what is the ultimate goal of this Subarea Plan? What should it accomplish?
+ Do you have any suggestions for how best to engage the local community?

Beyond this interview, we encourage all participants to continue engaging with the process and relaying new ideas as they arise.

Thank you.

Stakeholder Interviews 01.25.2017

OVERVIEW

FACILITATORS

REBECCA LOWELL, SENIOR PLANNER, CITY OF MOUNT VERNON

JULIE BASSUK, MAKERS

BRANDON HERMAN, MAKERS

SUMMARY

Stakeholder interviews were conducted with the intent to gather information from residents, business owners, and public officials regarding the current state of the Subarea and visions for its future. These interviews have been combined with accompanying spatial mapping diagrams to help form basic concepts to be further evaluated at future community workshops.

INTERVIEWS

+ 9-10:30am - **Jill Boudreau**, Mayor
+ 11-12:00pm - **Skye Richendrfer**, Celtic Arts Foundation, Former Mayor
+ 2-3:00pm - **Dr. Michelle Antonich**, SKAGIT Family Health Clinic
+ 3-4:00pm - **Craig Cammock and Dan Reid**, ALFCO Site Representatives
+ 4-5:00pm - **Brian Kay**, Property owner on Hazel and 2nd St

UPDATED SUBAREA BOUNDARY

MAIN TAKEAWAYS

+ South Kincaid Subarea has been tentatively selected as the official name for the site.
+ The new subarea boundary has been accepted thus far.
+ Cleveland Avenue should be a phase one focus. Ideas for its evolution include:
  + Arts, culture, and innovation corridor.
  + Create "civic campus" with City-owned parcels.
  + Mixture of uses—residential and retail.
  + Improve pedestrian amenities.
+ The scale of development.
  + Density seems to suggest a max of 3-4 stories.
  + Mixed-use development.
  + Retain/rehab existing historic stock where applicable and infill with multifunctional development.
  + Live-work units should be considered.
  + Higher development densities could be allowed east of the BNSF rail line within the ALFCO site.
+ Main anchor/catalyst opportunities at the ALFCO and civic campus sites.
+ Clustering social service programs in the area have created some unintended consequences—security issues, uncertainly around redevelopment, etc.
  + Permanent supportive housing ordinance is in the works.
  + Services need to be located at a multitude of sites to not unfairly burden one particular area.

Stakeholder Interviews #2 03.22.2017

OVERVIEW

FACILITATORS

REBECCA LOWELL, SENIOR PLANNER, CITY OF MOUNT VERNON

JULIE BASSUK, MAKERS

BRANDON HERMAN, MAKERS

SUMMARY

Stakeholder interviews were conducted with the intent to gather information from locals regarding the current state of the Subarea and visions for its future. These interviews will be combined with the accompanying spatial mapping diagrams to help form basic concepts to be further evaluated by the community during upcoming public workshops.

The success of this project will, in part, require a successful branding and marketing effort. This includes an official name for the Subarea that captures a vision for its future. The "South Kincaid" Subarea is the suggested name to be used in this effort moving forward.

INTERVIEWS

1-2:00PM

LAURA AND ERIC ZANN, OWNERS—CASA GRANDE APARTMENTS

+ Casa Grande Apartments—35 units built in 1930.
  + Currently being upgraded/restored from years of neglect.
  + A number of units rented by local Skagit Valley College students.
  + Units are $550-$850. Now that they have stabilized tenants and remodeled the majority of units, they will be adjusting rents to market.
  + Increased need for parking.
  + Currently shares parking lot with library during non-peak hours.
+ The cluster of public services, homelessness, sleeping in vehicles clustered in the area is a disincentive for redevelopment.
  + A mix of housing types might help mitigate this.
+ Downtown/Subarea infill and redevelopment should retain current scale and context.
  + 1-4 stories.
  + Live-work units.
  + Mixed-use, mixed-income.
  + Artists, makers/crafts, art galleries, agriculture industrial partnerships.
  + Build on the industrial nature of the town.
  + Buildings with historic integrity should be protected.
  + Pocket parks/outdoor space needed.
+ Former ALFCO site has great potential. Future uses could include:
  + Commercially-oriented.
  + Hotel.
  + Some kind of anchor, like Downtown Bothell has done with Anderson School Hotel, is needed.
  + Market place with multiple establishments under one roof, would be an asset.
+ Subarea should use thematic design elements that tie in with Downtown and the Riverfront.
  + These could be infused in art, lighting, benches, signs, and other site furnishings.
  + Employ large mural art to unify the area and add life/ownership.
  + "Art brings identity and sense of place".
  + Create a pedestrian friendly environment.

2-3:00PM

MARY HUDSON AND DALE REGAN, CITY COUNCIL MEMBERS

+ Mixed-use development for the ALFCO site was proposed a few years back, but never materialized.
  + Being situated between the railroad and I-5 presents some great opportunities and challenges.
  + Would like to see the site become revenue generating.
  + Could accommodate "downtown living", or industrial zoning.
  + Could develop into something like University Village in Seattle, which also has a limited number of ingress/egress points.
  + High level of I-5 visibility.
  + A higher-end hotel could be a great use for the site.
  + A brewery would be an appropriate use for the site.
  + An open market concept, like Pybus Market in Wenatchee, would be an asset.
  + Whatever is developed should be a visual attraction and activity magnet.
+ Kincaid St needs to be a gateway to the City.
  + Needs to be inviting and help set the identity.
  + Pedestrian and bike friendly.
  + This could be infused in signage, lighting, art,

- The subarea should provide a myriad of housing types.
  - Retain/reuse historic-aged properties for new uses.
  - Townhouses are a good way to provide some density through infill using current lot dimensions.
  - Mixed-use could provide top floor residential with river views.
- Clustering of social services within the subarea is good. Puts those folks close to the services they need.
- Potential subarea "activators".
  - Housing for downsizing retirees.
  - Housing for lower-cost urbanites.
  - Lower income housing, as compared to larger urban centers in the region.
  - Diverse housing types.
  - Tourism industry.
  - Whidbey Island Navy growth could see 800 new families enter the region.
  - New schools.
  - Prominent new civic center.
- A sky bridge could span Kincaid St, connecting the ALFCO site with Downtown.
- Park Blocks in Portland, extend the plaza.
- Keep the library Downtown, it will help activate the area along with the riverfront and civic functions.
- Makers spaces could be a good fit for the subarea.
  - Crafts, manufacturing, furniture.
  - Brewery and distillery.

3-4:00PM

CHRISTIAN CARLSON AND ADAIR ORR, PLANNING COMMISSION

- Protect and organize infill/redevelopment around view corridors to the river.
- The Downtown is missing a gateway, could be some kind of civic presence along Kincaid St.
  - Courthouse doesn't front anything, could be redesigned to provide presence and a plaza to extend across Kincaid St.
- Downtown strengths include:
  - Waterfront
  - 1st Street
  - County Courthouse
- The Downtown scale and massing should be replicated through the subarea.
  - Medium density, with higher densities near the river and along 1st St into Downtown.
  - Townhouses are a good residential use.
- Focus commercial and civic functions around the courthouse.
  - Campus-like design.
  - Linear plaza/park as organizing element.
- Subarea needs a hotel with conference/meeting space.
- Seattle to Vancouver, BC is the next tech corridor.
  - ALFCO site could house a tech company satellite campus.
  - Creates a new economic base.
  - High visibility from I-5.
  - Activate the subarea and Downtown.
  - Take advantage of high-speed fiber infrastructure.
  - Partner with Port.

NEXT STEPS

- Reschedule meeting with the Port.
- Decide on schedule for moving forward with concepts and community workshops.
- Plan for fire station/library stakeholder workshop.

KATHRYN KAY
ABOUT
SUBAREA PLAN
SOUTH KINCAID SUBAREA PLAN
DOWNTOWN
EDGEWATER PARK
SKAGIT COUNTY COURTHOUSE
SKAGIT MULTIMODAL STATION
LINCOLN THEATRE
CITY HALL
FIRE STATION
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CITY-OWNER PARCELS
AMTRAK RAIL
VACANT PARCELS
SKAGIT RIVER
TRANSIT
City of MOUNT VERNON
10 Assorted Colors
Broad Line
Preferred by Teachers!
MARKERS
10

Appendix B - Community Workshops

SIGN-IN SHEETS

GROUP MAPPING EXERCISE RESULTS

CITY OF MOUNT VERNON
SUBAREA COMMUNITY MEETING 1
MAY 25, 2017

	NAME	ADDRESS	CITY/STATE/ZIP	PHONE	EMAIL
1.	Damen Bell	~~1306 Penn~~ 309 E. Hazel	M.V	360 466 8819	dblufc@gmail.com
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3.	Melissa Beaton	3906 Foxglove Cir	MV	630-7670	melissabeaton@comcast.net
4.	Shelley Acero	923 N. 14th	M.V.	3604217196	~~sacero~~ sacero58@gmail.com
5.	Theodore Crane	109 Snoqualmie St	MV.	360 707 8819	Kasaeria@MSN.com
6.	Brian Poppe	HKP 314 Pine St.	MV	3603342155	bpoppe@hkpa.com
7.	Cathy Tha	1011 S. 1st St	MV	336-770-6234	
8.	Ken Reid	11857 Bay Ridge Dr	Bow.	360-982-0022	kreid@sakata.com
9.	Missy Holland	1007 McLean	MV	206.434.8341	HOLLAND_MELISSA@HOTMAIL.COM
10.	Guillermina Bazant	2401 Hulspan View Dr #410	MT	559 517 4033	GuillerminaB@CCSWW.org
11.	Dan Mitzel	1111 Cleveland Ave	MV	360-404-2090	
12.	Martha		MV		
13.	Chet Tarbet	1122 Railroad Ave	MV	425 754 0766	

	NAME	ADDRESS	CITY/STATE/ZIP	PHONE	EMAIL
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16.	Rosalind Cordero	"	"	"	"
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21.	Megan O'Bryan	3808 Carpenter St	MV	3607085817	meganobryan@cwindermere.com
22.	Marta Martinez	1921 Roosevelt	MV	(360)8402824	Martam@ccsww.org
23.	Tink Tate	~~922~~ 322 3rd St	MV	360-488-455	tink@skagitfriendshiphouse.org
24.	Craig Cammack	PO Box 336	MV	336-1066	Craig@skagitlaw.com
25.	Bryan Kay	PO Box 1916	MV	360-202-2160	bryan.kay@bigfoot.com
26.	Kathryn Kay	"	"	"	"

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30.					
31.					
32.					
33.					
34.					
35.					
36.					
37.					
38.					
39.					

	NAME	ADDRESS	CITY/STATE/ZIP	PHONE	EMAIL
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46.	Susan Rowe	1219 S 6th St	MV		susanrowe76@hotmail.com
47.	Richard Brocksmith	1216 E Section St	98274	3608262094	rbrocksmithe gmail.com
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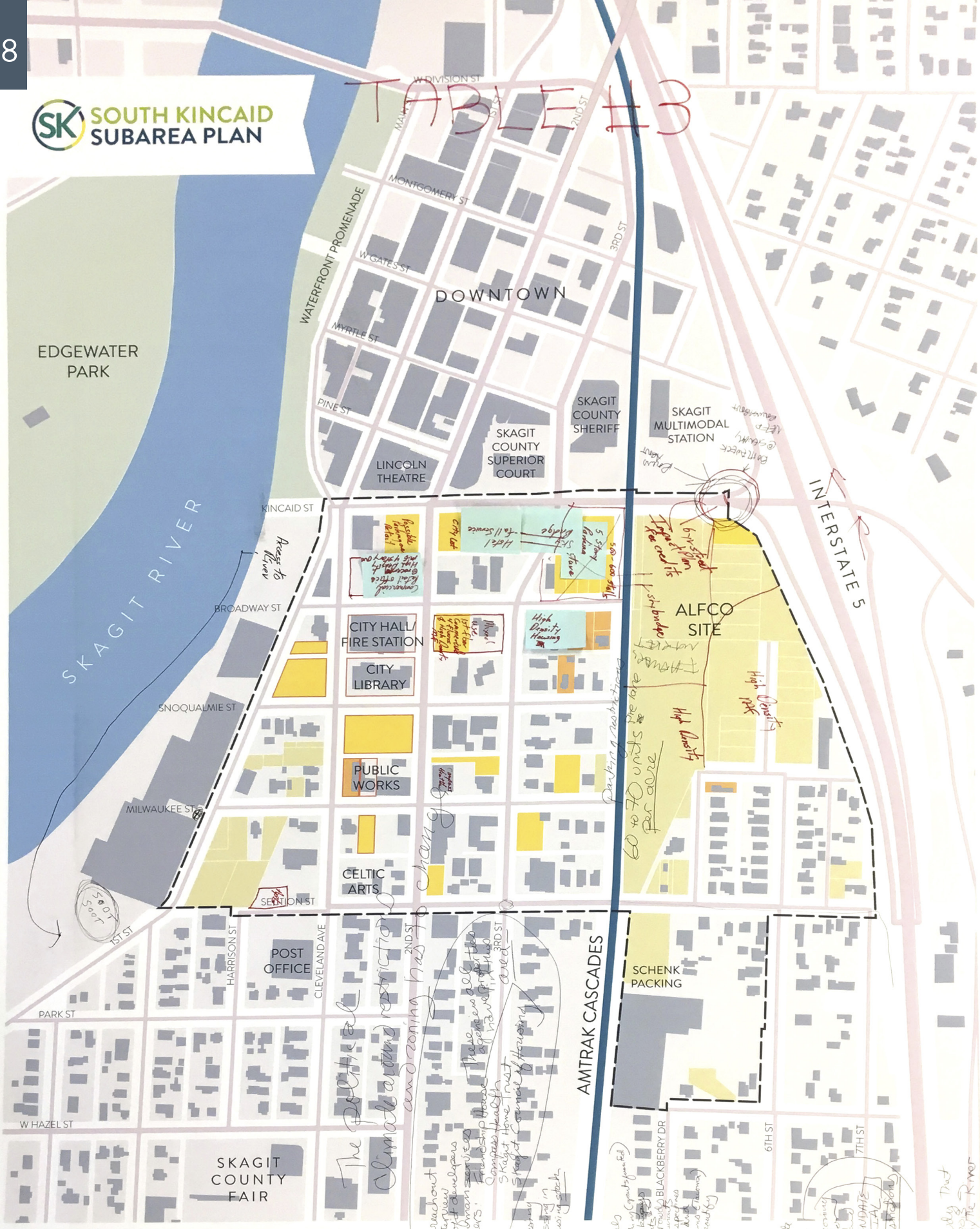
49.	Stacie Zinn Roberts	1125 S ONSt	98273	360-941-4595	stacieforcouncil@gmail.com
50.	Ellen Gamson	325 Pine St, Ste A	98273	360-336-3801	edmrdt@gmail.com
51.	PETER DONOVAN	328 N 8th	98273	941.3365	peterd@mountvernonwa.gov
52.	Bruce G. Lesser	320 Millwaukee P.O. Box 1109	98273	360-419-7442	brucelesser.com

TABLE #1
SOUTH KINCAID SUBAREA PLAN
W DIVISION ST
MAIN ST
1ST ST
2ND ST
3RD ST
MONTGOMERY ST
W GATES ST
MYRTLE ST
PINE ST
WATERFRONT PROMENADE
DOWNTOWN
EDGEWATER PARK
SKAGIT RIVER
KINCAID ST
BROADWAY ST
SNOQUALMIE ST
MILWAUKEE ST
SECTION ST
LINCOLN THEATRE
SKAGIT COUNTY SHERIFF
SKAGIT MULTIMODAL STATION
CITY HALL/ FIRE STATION
CITY LIBRARY
PUBLIC WORKS
POST OFFICE
HARRISON ST
CLEVELAND AVE
PARK ST
W HAZEL ST
SKAGIT COUNTY FAIR
AMTRAK CASCADES
SCHENK PACKING
BLACKBERRY DR
6TH ST
7TH ST
INTERSTATE 5
GROUP MAPPING EXERCISE
SUBAREA BOUNDARY
BUILDING FOOTPRINTS
CITY-OWNER PARCELS
PARCELS
STREETS
AMTRAK RAIL
REDEVELOPMENT POTENTIAL
PARKING LOTS
VACANT PARCELS
500 FEET

SOUTH KINCAID SUBAREA PLAN
TABLE #2
W DIVISION ST
MAIN ST
1ST ST
2ND ST
MONTGOMERY ST
3RD ST
W GATES ST
WATERFRONT PROMENADE
DOWNTOWN
MYRTLE ST
EDGEWATER PARK
PINE ST
SKAGIT COUNTY SHERIFF
SKAGIT MULTIMODAL STATION
SKAGIT COUNTY SUPERIOR COURT
LINCOLN THEATRE
KINCAID ST
INTERSTATE 5
SKAGIT RIVER
DESTINATION MARKETPLACE
BROADWAY ST
CITY HALL/ FIRE STATION
ALFCO SITE
CITY LIBRARY
SNOQUALMIE ST
PUBLIC WORKS
MILWAUKEE ST
PARK
CELTIC ARTS
SECTION ST
1ST ST
HARRISON ST
POST OFFICE
CLEVELAND AVE
2ND ST
3RD ST
AMTRAK CASCADES
SCHENK PACKING
PARK ST
W HAZEL ST
SKAGIT COUNTY FAIR
BLACKBERRY DR
6TH ST
7TH ST
GROUP MAPPING EXERCISE
SUBAREA BOUNDARY
BUILDING FOOTPRINTS
CITY-OWNER PARCELS
PARCELS
STREETS
AMTRAK RAIL
REDEVELOPMENT POTENTIAL
PARKING LOTS
VACANT PARCELS
500 FEET

SOUTH KINCAID SUBAREA PLAN

TABLE #3



GROUP MAPPING EXERCISE

- SUBAREA BOUNDARY
- BUILDING FOOTPRINTS
- CITY-OWNER PARCELS
- PARCELS
- STREETS
- AMTRAK RAIL
- REDEVELOPMENT POTENTIAL
- PARKING LOTS
- VACANT PARCELS

SOUTH KINCAID SUBAREA PLAN
TABLE #4
W DIVISION ST
MAIN ST
1ST ST
2ND ST
3RD ST
MONTGOMERY ST
W GATES ST
MYRTLE ST
PINE ST
WATERFRONT PROMENADE
THEATRE MUSEUM
APARTMENTS
DOWNTOWN
SECOND FLOOR
EDGEWATER PARK
SKAGIT RIVER
SKAGIT COUNTY SHERIFF
SKAGIT MULTIMODAL STATION
SKAGIT COUNTY SUPERIOR COURT
LINCOLN THEATRE
KINCAID ST
BROADWAY ST
SNOQUALMIE ST
MILWAUKEE ST
SECTION ST
CITY HALL/ FIRE STATION
CITY LIBRARY
PUBLIC WORKS
CELTIC ARTS
PARKING GARAGE HERE
BIKE LANE
LOWER MEGA LIMIT
MAKE IT WALKABLE WHOLE AREA
ALFCO SITE
INTERSTATE 5
HARRISON ST
CLEVELAND AVE
POST OFFICE
PARK ST
W HAZEL ST
SKAGIT COUNTY FAIR
AMTRAK CASCADES
SCHENK PACKING
BLACKBERRY
6TH ST
7TH ST
1. MIXED USE W/ DENSITY. 2. PARKING GARAGE 3. EXPAND PREMISES
4. TRAFFIC WOES
GROUP MAPPING EXERCISE
SUBAREA BOUNDARY
BUILDING FOOTPRINTS
CITY-OWNER PARCELS
PARCELS
STREETS
AMTRAK RAIL
REDEVELOPMENT POTENTIAL
PARKING LOTS
VACANT PARCELS
500 FEET

SOUTH KINCAID SUBAREA PLAN
TABLE #5
EDGEWATER PARK
WATERFRONT PROMENADE
SKAGIT RIVER
W DIVISION ST
MAIN ST
1ST ST
2ND ST
3RD ST
MONTGOMERY ST
W GATES ST
MYRTLE ST
PINE ST
DOWNTOWN
LINCOLN THEATRE
SKAGIT COUNTY SUPERIOR COURT
SKAGIT COUNTY SHERIFF
SKAGIT MULTIMODAL STATION
KINCAID ST
BROADWAY ST
SNOQUALMIE ST
MILWAUKEE ST
CITY HALL/ FIRE STATION
CITY LIBRARY
PUBLIC WORKS
CELTIC ARTS
SECTION ST
ALFCO SITE
INTERSTATE 5
POST OFFICE
HARRISON ST
CLEVELAND AVE
PARK ST
W HAZEL ST
SKAGIT COUNTY FAIR
AMTRAK CASCADES
SCHENK PACKING
BLACKBERRY DR
6TH ST
7TH ST
GROUP MAPPING EXERCISE
SUBAREA BOUNDARY
BUILDING FOOTPRINTS
CITY-OWNER PARCELS
PARCELS
STREETS
AMTRAK RAIL
REDEVELOPMENT POTENTIAL
PARKING LOTS
VACANT PARCELS
500 FEET

SOUTH KINCAID SUBAREA PLAN
TABLE #6
W DIVISION ST
MAIN ST
1ST ST
2ND ST
3RD ST
MONTGOMERY ST
W GATES ST
MYRTLE ST
PINE ST
WATERFRONT PROMENADE
DOWNTOWN
EDGEWATER PARK
SKAGIT RIVER
LINCOLN THEATRE
SKAGIT COUNTY SUPERIOR COURT
SKAGIT COUNTY SHERIFF
SKAGIT MULTIMODAL STATION
INTERSTATE 5
KINCAID ST
BROADWAY ST
SNOQUALMIE ST
MILWAUKEE ST
CITY HALL/ FIRE STATION
CITY LIBRARY
PUBLIC WORKS
CELTIC ARTS
ALFCO SITE
SECTION ST
1ST ST
HARRISON ST
POST OFFICE
CLEVELAND AVE
2ND ST
AMTRAK CASCADES
SCHENK PACKING
PARK ST
W HAZEL ST
SKAGIT COUNTY FAIR
BLACKBERRY DR
6TH ST
7TH ST
GROUP MAPPING EXERCISE
SUBAREA BOUNDARY
BUILDING FOOTPRINTS
CITY-OWNER PARCELS
PARCELS
STREETS
AMTRAK RAIL
REDEVELOPMENT POTENTIAL
PARKING LOTS
VACANT PARCELS
500 FEET

SOUTH KINCAID SUBAREA PLAN

CITY OF MOUNT VERNON
PUBLIC MEETING #3
APRIL 2, 2018

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14.				

SOUTH KINCAID SUBAREA PLAN

CITY OF MOUNT VERNON
PUBLIC MEETING #3
APRIL 2, 2018

	NAME	EMAIL	PHONE	ADDRESS , CITY/STATE/ZIP
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22.	Stacie Zinn Rubli			
23.	BRIAN POPPE	bpoppe@hkpa.com	360. 336.2155	HKP ARCHITECTS
24.	Amy LAUSTEN-FORCE	ULTRACROTCH3000@LIVE.COM	360 336 5644	207 E SECTION
25.	Tim Force			207 E Section
26.				
27.				
28.				

KATHRYN KAY
ABOUT
SUBAREA PLAN
SOUTH KINCAID SUBAREA PLAN
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City of MOUNT VERNON
10 Assorted Colors
Broad Line
Preferred by Teachers!
MARKERS
10

Appendix C - Fire Station & Civic Campus Charrette

PROCESS

The City of Mount Vernon has prioritized the development of a new Fire Station 1 to replace the current functionally obsolete facility (Figure 45). The charrette provided an opportunity for key stakeholders, including the Fire Chief and staff, City Council members, Mayor, and planning department to:

+ Explore Subarea site constraints and opportunities.
+ Better understand fire station sizing, layout, and siting options.
+ Consider ideal locations for a new station using baseline square footage requirements and established siting parameters.
+ Develop ideas for the new station configuration.
+ Site compatible uses desired in the area.
+ Create a vision for a civic campus, including programming and configuration.

Results will help guide the overall vision and recommendations in support of the South Kincaid Subarea Plan.

Figure 45. Fire Station 1 context.

Figure 46. Fire Station 1 siting exercise.

FIRE STATION 1 BACKGROUND

Fire Station 1 was constructed in 1964 and the facility has exceeded its useful service life. Except for minor changes, the Station has had only routine maintenance. It does not meet modern industry standards for energy, efficiency, and fire safety and lacks appropriate security for overnight crews. When the Station was constructed the call volume for the City was approximately 500 calls for service per year. In 2016 Station 1 fielded 2,025 calls. In addition, the City has transitioned from a primary volunteer agency to a career department. The increase in staffing and call volume has outpaced the Station's original design and construction intent. Additional functional shortfalls include:

+ Insufficient space to house the 100 foot ladder truck required to serve multi-story units
+ Insufficient length and number of apparatus bays
+ Constrained Station site
+ Lack of security
+ Inadequate space to house additional personnel
+ Inadequate training facilities
+ No co-location space for other emergency response units
+ Lack of community and education space
+ Inadequate interior ventilation

Fire Station 1 serves the critical downtown area—historic buildings, businesses, visitors, residents, commuters, and high-risk infrastructure (railway and water treatment facility). Placing a ladder truck adjacent to the Downtown, which can serve multi-story and historic buildings lacking fire protection, is critical.

A new station will improve efficiency for the Fire Chief, Fire Marshal, and administrative staff by eliminating commuting time from Station 2. In addition, it will provide a convenient means for the public to access the Fire Department during permitting, new construction, or other City business.

The City's vision for its historic Downtown, waterfront, and surrounding areas, including the South Kincaid Subarea, includes new multi-story mixed-use buildings and adaptive reuse of existing character structures. For Fire Station 1 to meet the current and future demands of Mount Vernon, the following configuration needs have been identified:

+ 15,000 square foot facility
+ Five apparatus bays with space for the 100' ladder truck
+ Improved living quarters
+ Community space
+ Personnel training space
+ Proximity to arterial streets
+ Unrestricted site access
+ Safe sight distances to adjacent roadways
+ Compatible adjacent land uses

FINDINGS

Charrette participants were given an overview of existing conditions and description regarding how this effort folds into the Subarea Plan process. They were then asked to work together to identify an appropriate site, configure a layout, and document their reasoning. Ideas were recorded on maps using the scaled game pieces, markers, and sticky notes (see Appendix B). The following themes emerged from the charrette, many of which were of consensus among the working groups:

+ Fire Station 1 should be co-located with other civic uses, including critically needed open space
+ The civic campus should include opportunities for private investment, where applicable
+ The civic campus should be designed with intent so that it may function as a community amenity
+ Additional proposed programming for the civic campus included structured parking, mixed-use residential, park space, and a new library
+ Because of the slightly undersized lot requirements for a new station, a multi-story structure should be considered to fit within neighborhood context and small lots.
+ Ideas for adjacent compatible land uses included park/ open space, parking structure, community space, and mixed use multistory units.
+ Many participants identified the parking lot to the south of the library as an ideal site for the new station. As part of a civic campus, the new station should explore re-purposing the current Public Works site, if Public Works was relocated to a re-purposed or rebuilt Station 1.

Figure 47. Example Fire Station 1 mapping exercise results.

Figure 48. Fire Station 1 group mapping exercises on display.

CIVIC CAMPUS VISIONING

The civic campus consists of an approximately 2.5-acre City-owned parcel cluster that currently houses City Hall, Public Works, Fire Station 1, a parking lot, and the public library (Figure 1). Depending on where future site functions are located, reconfiguration and reuse scenarios are likely, each of which should re-imagine the civic campus as the cultural center of the Subarea. Participants were asked to consider the following:

+ Should a new public library stay on site or be relocated elsewhere?
+ What is the best way to organize spaces to reflect a civic campus configuration?
+ How best to connect the campus with the surrounding community?
+ Where best to provide public space opportunities to strengthen the connections?

FINDINGS

Charrette participants were asked to imagine how best to collocate current uses and what new programming, if any, could add to a robust and active community civic campus. Many of the concepts carried over from the Fire Station 1 siting exercise, which took place prior to the civic campus exercise. The following themes for the civic campus emerged:

+ The new Fire Station 1 should be located at the site of the current library parking lot and include the current site of Public Works.
+ Public Works should relocate to the current site of Station 1, adjoining City Hall.
+ The library should be relocated to the City owned parcel just west of the civic campus, or to the surface parking lot to the northeast.
+ There were several concepts for the current library site, including structured parking, mixed-use, park, and a new multistory public library.

These concepts will be incorporated into the Subarea alternatives for public comment during Community Workshop 2.

NEXT STEPS

The next step of the planning process is to create several alternatives to evaluate during Community Workshop 2. These alternatives will reflect ideas gathered during stakeholder and community sessions, including the Fire Station 1 and Civic Campus Charrette as well as findings from the existing conditions analysis. Each of the concepts will present a different 'kit of parts' and attendees will be encouraged to pick and choose the best and worst ideas for inclusion in a 'preferred' concept. This concept will then be further developed into a draft Subarea Plan.

Figure 49. Presenting results from the civic campus group mapping exercise.

APPENDIX - SIGN-IN SHEETS

SOUTH KINCAID SUBAREA PLAN

CITY OF MOUNT VERNON
FIRE STATION #1 CHARRETTE
SEPTEMBER 20, 2017

	NAME	ADDRESS	CITY/STATE/ZIP	PHONE	EMAIL
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2.	Bryan Brice	1901 N. LaVenture	MV. WA 98273	360-336-6277	bryanb@mountvernonwa.gov
3.	Steve Rigas	1901 N LaVenture Rd	MV WA 98273	360-336-6277	Stever@mountvernonwa.gov
4.	Bryan Harris	1901 N LaVenture Rd	MV WA 98273	360-336-6277	Bryanh@mountvernonwa.gov
5.	CHRISTIAN CARLSON	504 S. 1st	MV.	(206)696-1218	CHRISTIAN@PERKINSANDCARLSON.com
6.	Richard Brocksmith	1216 E Section St	MV 98274	360 826 2094	rbrocksmith@gmail.com
7.	Maggie Potter	715 N 8th	MV 73	428-7369	maggiepotter@aol.com
8.	Ken Quam	2308 N 18th	MV	424-5385	Stopleak@frontier.com
9.	Liz Mhett Grove	13797 Trumpter Lane	MV 98273	360-428-5165	beactive3@earthlink.net
10.	Shelley Jacobs	923 N. 14th	MV 98273	3604217196	sacero58@gmail.com
11.	Carl Hunt	3200 Skelly Hill Rd	MV 98274	3607082801	
12.	Jim & Katy Arnagost	926 Digby	MV 98274	360-424-4689	
13.					
14.	Brian Linn	807 McLean Rd	MV	360-421-0035	clairk@comcast.net
15.	Scott Corman	1020 Vera Ct	MV	360 941 1417	spexter98273@Gmail.com
16.	Mary Hulleen				
17.	Melissa Beaton				
18.	Christopher Bollinger	2005 Woodridge	Mt. Vernon	360-853-3881	The.luminous.cosmos@gmail.com
19.	Tina Tate	922 S 3rd	MV.		
20.	Bryan Kay	1330 S 2nd	MV	360-202-2160	
21.	Stacie Zinnel				
22.	Doug Volesky				dougv@mountvernonwa.gov
23.	Ellen Gamson	325 Pine St #A1	MV.	360-336-3801	ellenmatt@gmail.com
24.	Marie Erbstoesser	217 E Division	MV	360-336-5896	erbst@cnw.com
25.	Joe Lindquist	5616 Trumpeter Pl	MV	360-391-3038	
26.					
27.	Jerry Dodd	MVPD	MV	360-336-6271	jerryd@mountvernonwa.gov
28.	Megan O'Bryan	360 S Carpenter St MV 98274		3407085817	meganobryan@windermere.com
29.	Gary Molenaar	13035 Rt	MV	360-336-5485	
30.	DALE R AGAN		MV		
31.	Bob Fiedler				
32.					

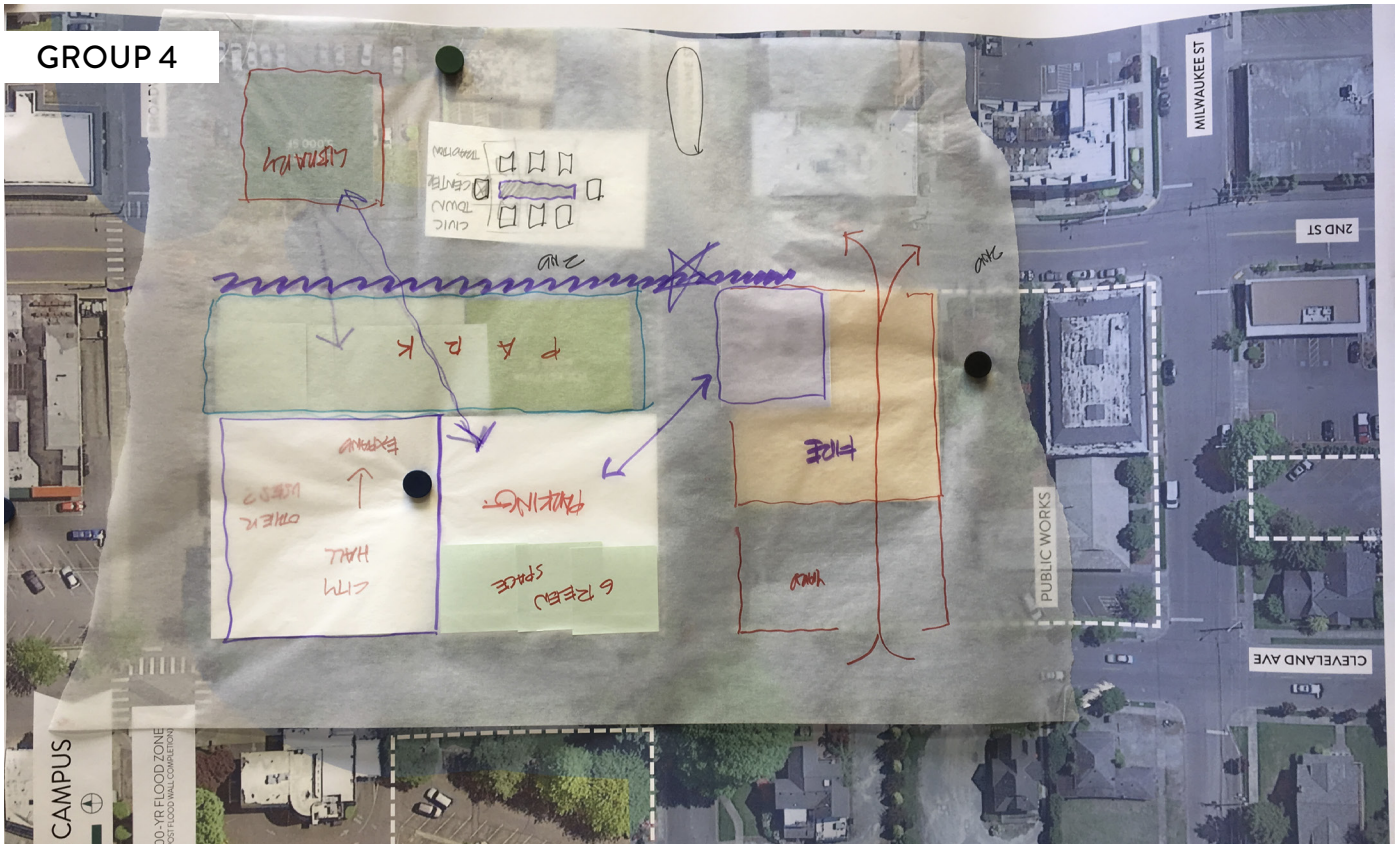
FIRE STATION 1 MAPPING EXERCISE

GROUP 1

GROUP 2

GROUP 3

GROUP 4



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GROUP 6

CIVIC CAMPUS VISIONING EXERCISE

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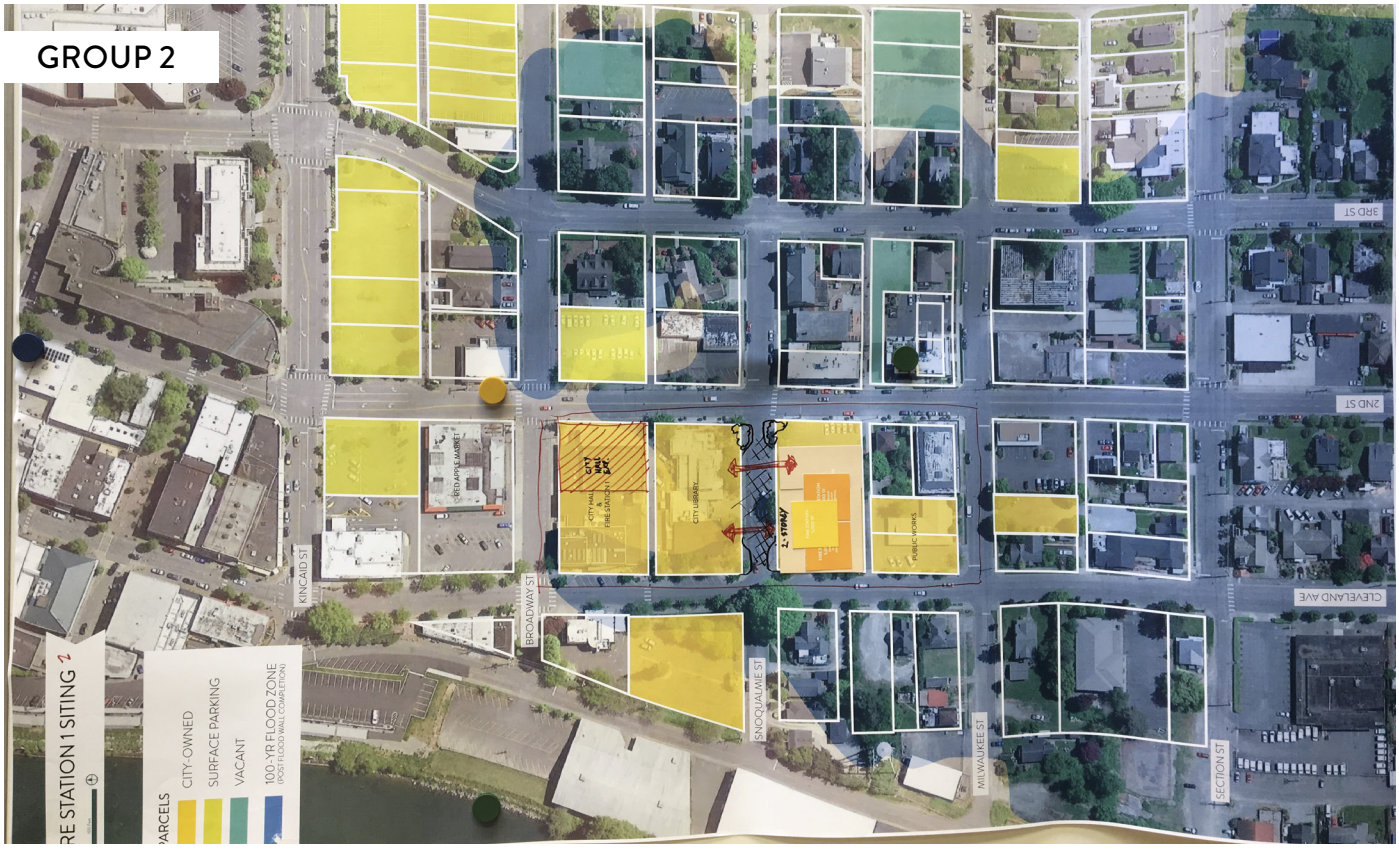
GROUP 2



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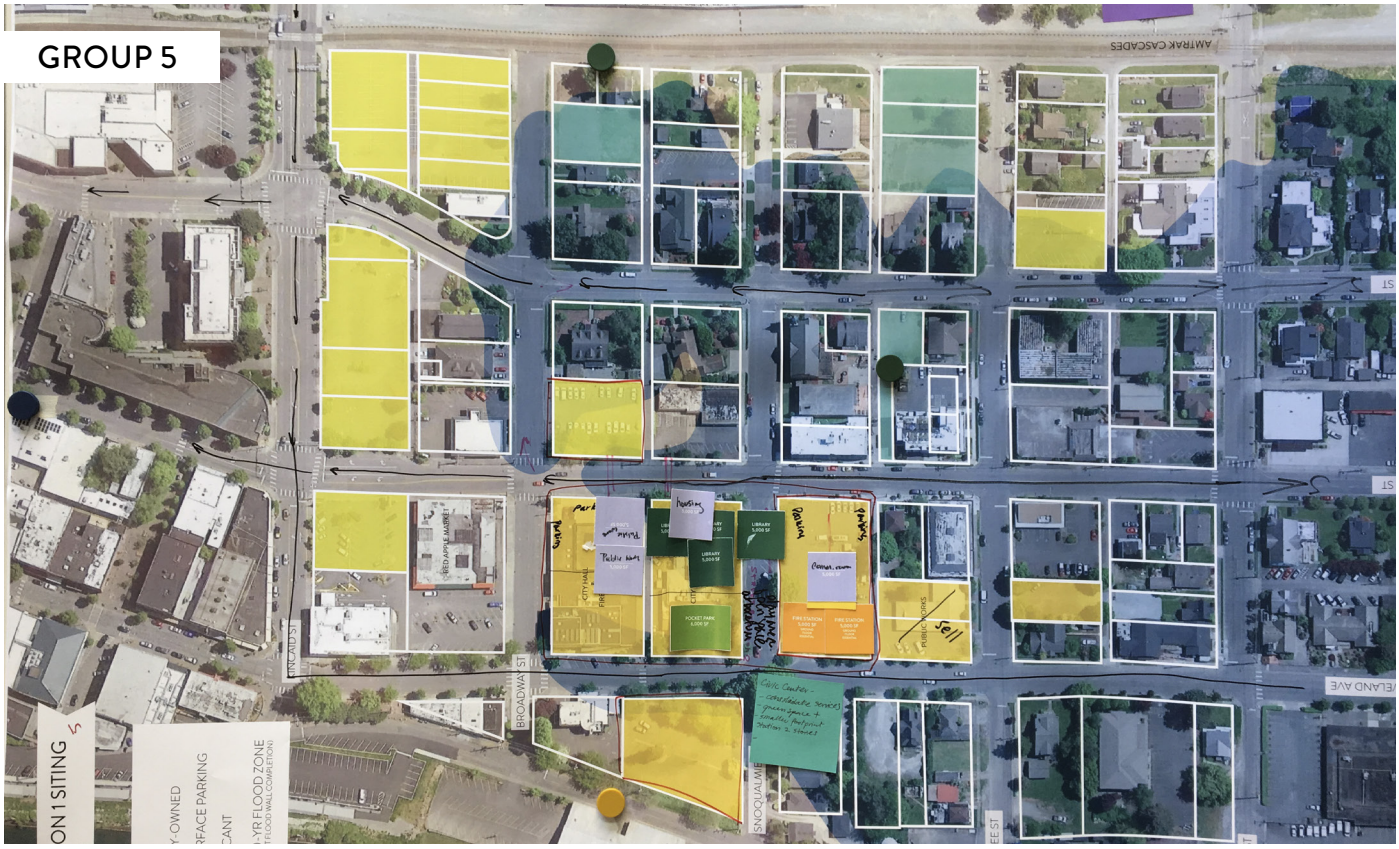


GROUP 6

Appendix D - Existing Market Assessment

Mount Vernon, South Kincaid Subarea

ECONorthwest
ECONOMICS • FINANCE • PLANNING

Revised Draft October 19, 2017

Key Take-Aways

Key Take-Aways

- Strong conditions, like higher rents or employment growth, still do not exist to spur major redevelopment in the near term. However, there is trending, most notably population growth that will create future demand for housing (followed by commercial uses).
- As downtown Mount Vernon is significantly built-out, the South Kincaid Subarea presents an ripe location for future infill development.
- Vacant and underutilized parcels that are accessible, low cost, and not too big are the best near term opportunity sites for redevelopment.

Mount Vernon South Kincaid – Market

ECONorthwest is working with Makers Architecture and local partners on the development of the South Kincaid Subarea Plan. This memorandum provides background information on current socioeconomic data and existing market conditions for both residential and commercial properties within the study area. This memorandum is intended to provide an overview of current supply and demand conditions to inform potential policy, zoning, or land use changes within the Subarea.

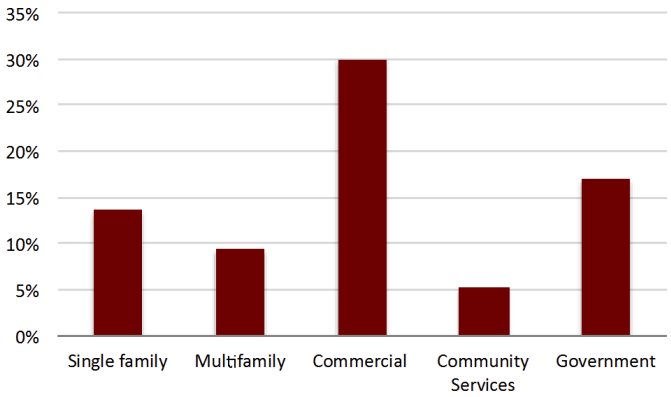
Study Purpose

- Provide an understanding of current market conditions for Mount Vernon and the South Kincaid Subarea

Mount Vernon South Kincaid – Subarea

Currently, commercial uses make up 30 percent of the total land area. Single-family and multifamily residential uses total about 26 percent of the total land area. Government uses make up about 17 percent of the current land area, and community service uses comprise about five percent of the area. The remaining land area is comprised of right of ways, such as roads, sidewalks, and other public properties.

Existing Land Uses in the South Kincaid Subarea, 2016



Source: Skagit County Assessor, ECONorthwest

Mount Vernon South Kincaid – Subarea

The built environment in the South Kincaid area, that is, the buildings and structures that make up the urban form, is aging. The clear majority of buildings in the area were constructed before 1950.

There has been comparatively little private development in recent decades. There have been several notable public investments in the area.

The South Kincaid Subarea has several underutilized sites that will serve as redevelopment opportunities, when the market conditions support new development.

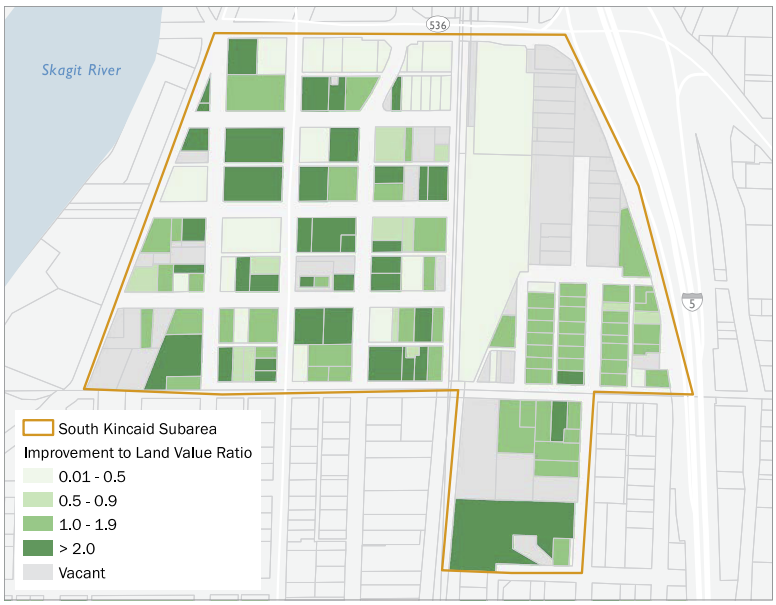
Most notably, the ALFCO site is a desirable redevelopment site, although sites of its size are typically the most difficult to redevelop. Small sites, such as City owned lots, and several surface parking lots present more likely near term redevelopment opportunities.

Redevelopment Opportunities

The map to the right illustrates the ratio between improvement value (the value of buildings and structures) to land value. The darker the parcel, the more valuable the building standing on it is relative to the value of the underlying land. Lighter colored parcels are properties that may be underutilized – their land value is approaching the value of their respective buildings.

This map shows that areas to the north and east, where lighter color parcels are most prevalent, may be suitable areas to target redevelopment.

Improvement to Land Value Ratio, 2016



Source: Skagit County Assessor, ECONorthwest

Mount Vernon Demographic Trends

Mount Vernon is expected to add over 12,000 residents in the next 20 years. Within Skagit County, Mount Vernon's share of the future population, 30 percent, is significantly higher than even the next two highest jurisdictions combined, Sedro Woolley (13 percent) and Anacortes (17 percent).

If the South Kincaid Subarea grows at the same projected rate as the City of Mount Vernon, the area can expect to experience almost 500 more residents by 2036.

Historical and Future Population, 1990 - 2036

	2010	2016	2036
Washington	6,724,540	7,183,700	8,832,668
Skagit County	116,901	122,270	155,452
Mt Vernon	31,743	33,730	47,403
South Kincaid Subarea	1,070	1,185	1,665

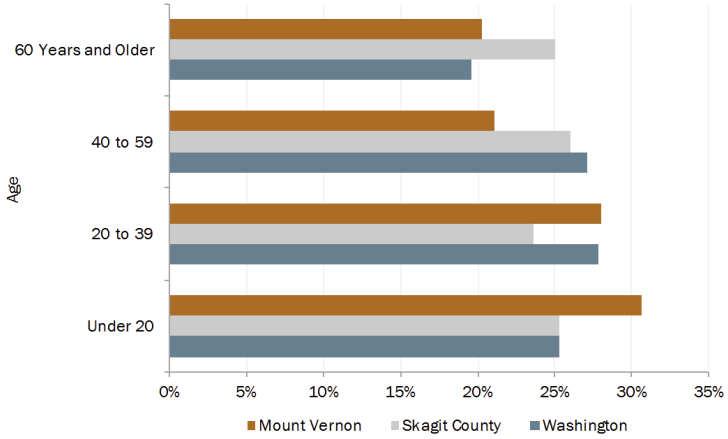
Source: Historic Population Data (1990+2016) from American Communities Survey. Forecasted populations for the State of Washington, Skagit County, and the city of Mt. Vernon come from the State Office of Financial Management. Forecasted Population for the South Kincaid area is an estimate projected using the citywide growth rate.

Mount Vernon Demographic Trends

Mount Vernon has a younger population than both Skagit County and Washington State as a whole.

The average age in Mount Vernon is 38, versus 40 in Skagit County, and 42 across Washington State.

Population Distribution by Age, 2015



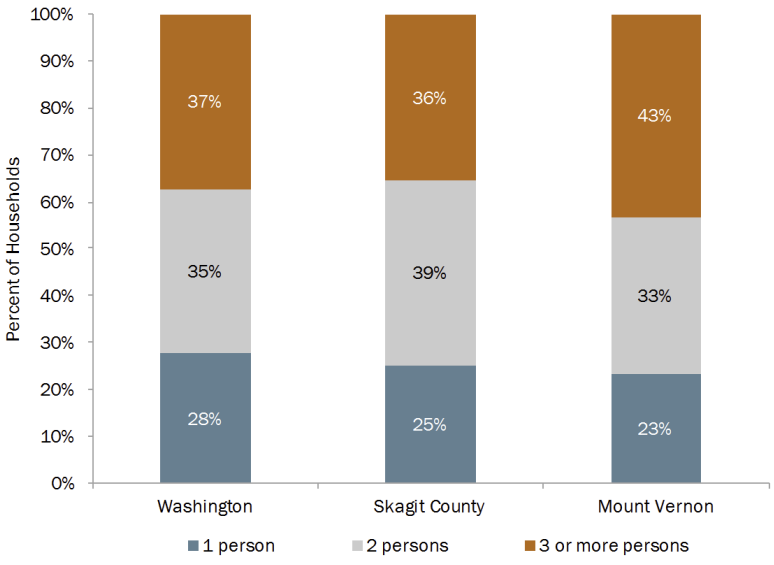
Source: U.S. Census, American Community Survey 5-Year Estimates

Mount Vernon Demographic Trends

Mount Vernon has larger households than Skagit County and Washington State.

The average household size in Mount Vernon is 2.8 versus 2.6 in Skagit County and 2.6 in Washington State.

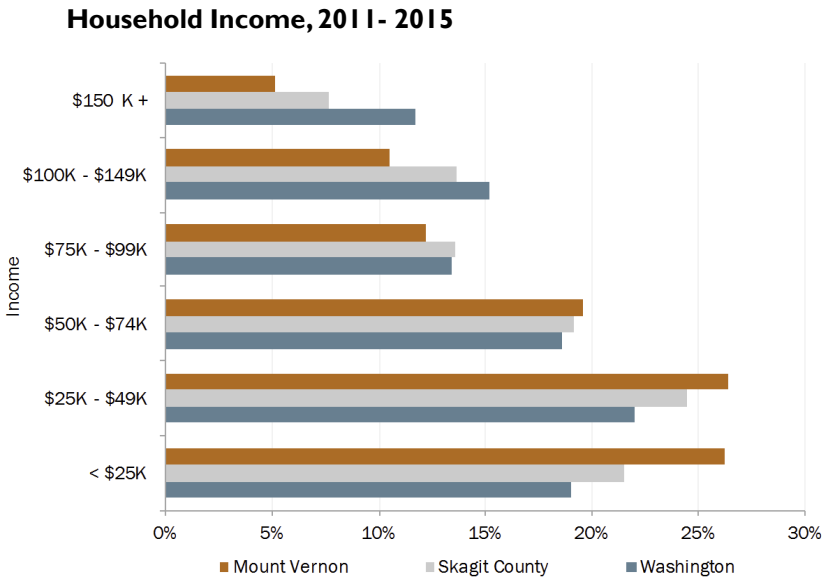
Household Size, 2015



Mount Vernon Demographic Trends

Mount Vernon has a lower median household income than both Skagit County and the State of Washington.

The median household income in Mount Vernon is approximately $47,000 a year versus $54,000 in Skagit County and $64,000 across Washington State.

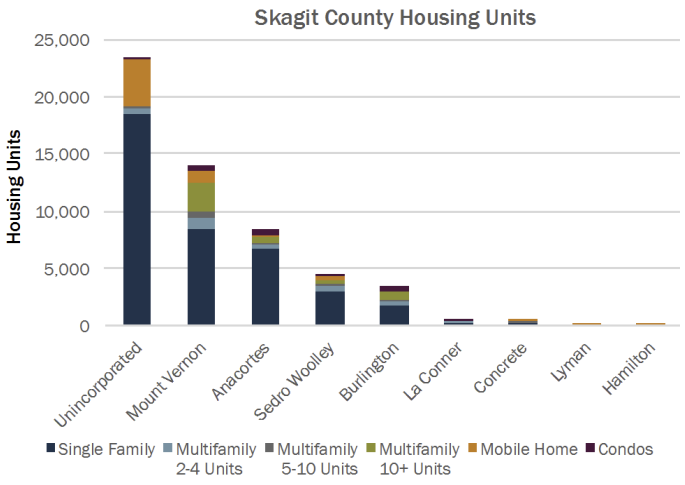


Source: U.S. Census, American Community Survey 5-Year Estimates

Mount Vernon Residential Supply Trends

Housing Units By Type and Jurisdiction, 2015

- The largest share of housing units throughout Skagit County and its incorporated cities and towns are detached single-family residential homes.
- The incorporated cities of Burlington, Mount Vernon, and Sedro-Woolley contain over 90 percent of multifamily units in all of Skagit County

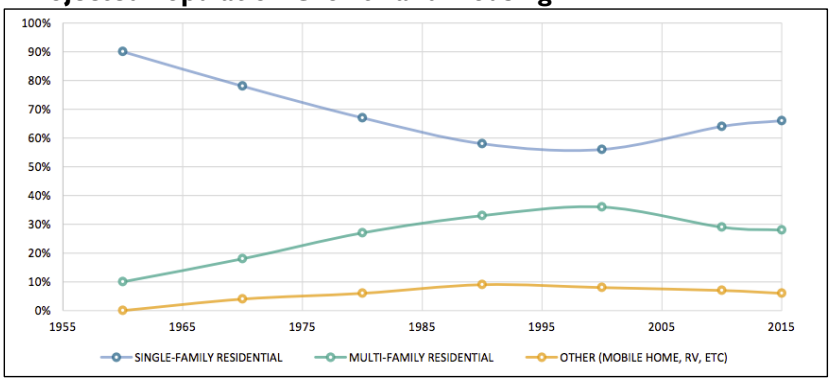


Source: Skagit County Assessor

Mount Vernon Residential Supply Trends

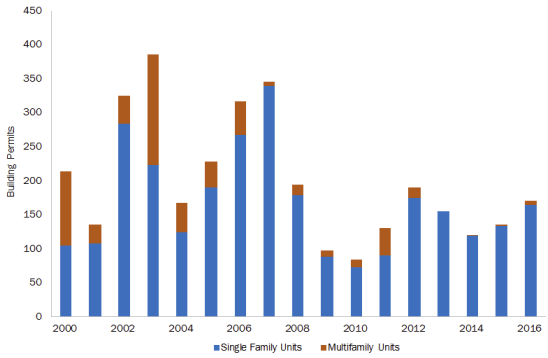
Seven years into the decade of 2010-2020, it is looking like Skagit County will see the least amount of housing constructed in any decade in the last 40 years. The current market is less conducive to new housing construction than in years past, as current household incomes remain low, and residential construction costs are on the rise.

Projected Population Growth and Housing



Source: Mount Vernon Comprehensive Plan Housing Element

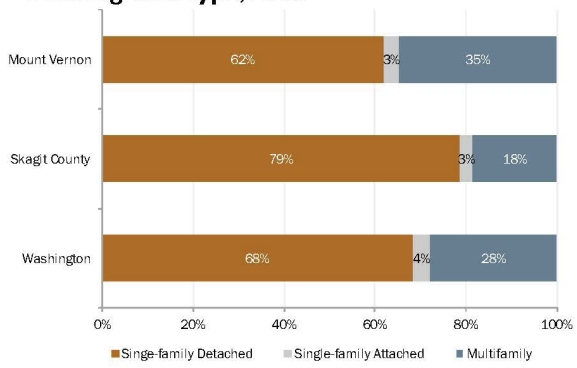
Mount Vernon Building Permits



Source: City of Mount Vernon

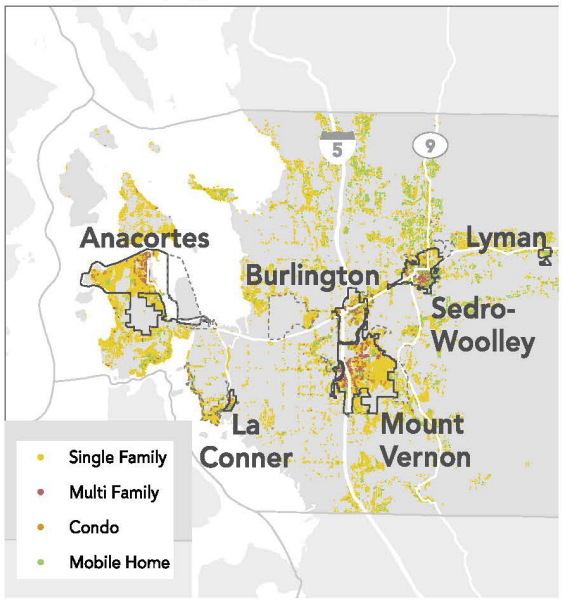
Mount Vernon has a mix of housing types.

Housing Unit Type, 2015



Source: U.S. Census, American Community Survey 5-Year Estimates

Housing Units By Type, 2015



Source: Skagit County Assessor, ECONorthwest

Mount Vernon Residential Supply Trends

The growth in population will fuel the need for new housing and commercial development. The City of Mount Vernon is anticipating this growth and is planning accordingly through the update of the Comprehensive Plan. The Plan indicates the city will need to add over 4,500 housing units by the year 2036 to meet demand for new residents.

Projected Population Growth and Housing Demand

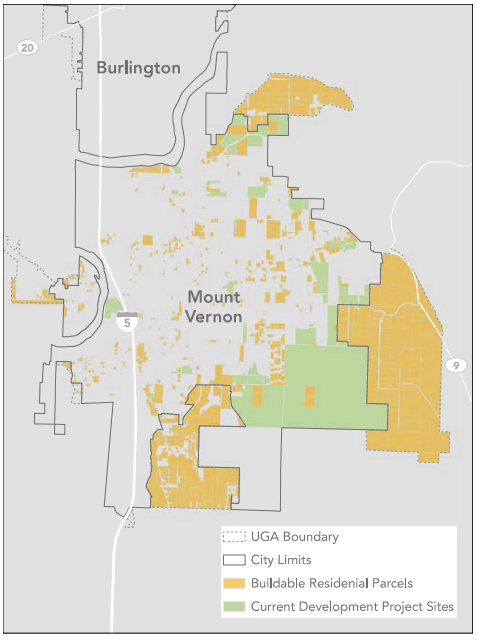
Source: Mount Vernon Comprehensive Plan Housing Element

Mount Vernon Residential Supply Trends

The City's adopted Comprehensive Plan shows how the City will accommodate the additional residential structures necessary to house the future population anticipated to reside within the City over the GMA planning horizon of 2016 to 2036. Although the City does have four (4) urban growth areas extending from the City's current boundaries the City has demonstrated with its Buildable Lands & Land Capacity Analysis that over ninety percent (90%) of the City's growth expected over the next 20-years can easily be accommodated within the current City limits.

While the City has an overabundance of residentially zoned lands available for development the City has very little commercial or industrial land that will be necessary to accommodate the job allocation the City is planning for.

Mount Vernon Residential Land Capacity

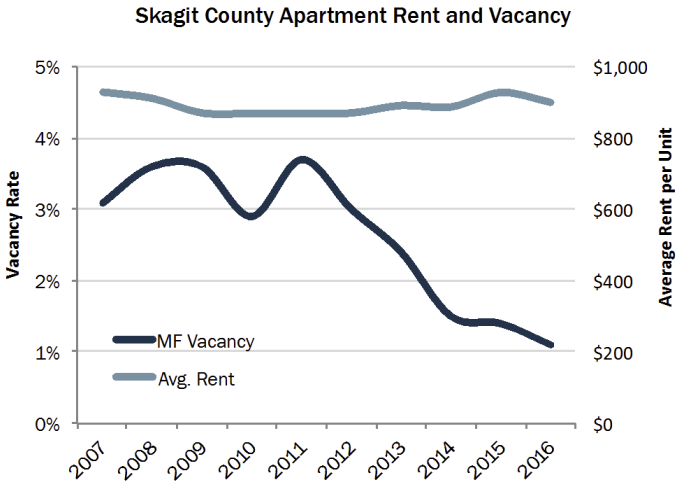


Source: ECONorthwest

Mount Vernon Commercial Real Estate Trends

Multifamily Market

Currently there are 80 multifamily developments in Skagit County. Of those, 58 (73 percent) are located in Mount Vernon. The current multifamily market is improving, but there has been little construction since the Great Recession. In the longer run, population growth will create demand for more multifamily projects.



Source: U.S. Census ACS, CoStar

Multifamily Market

Housing represents 26 percent of the total parcel area in the South Kincaid Subarea. The majority of the residential properties in the South Kincaid Subarea are actually single family homes

EXISTING HOUSING CHARACTERISTICS

	Number	Percent of S. Kincaid Parcel Area	Average Parcel Square Footage	Median Age of Building	Median Assessed Value
Single Family	69	21%	5,563	107	$116,950
Multi family	9	5%	9,941	54	$424,100

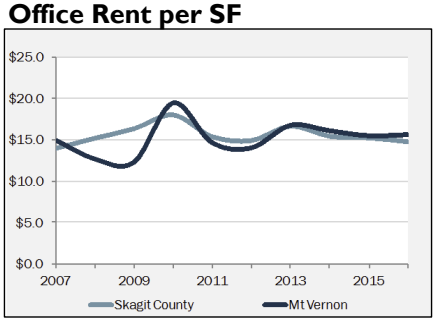
Source: Skagit County Assessor

Mount Vernon Commercial Real Estate Trends

Office Market

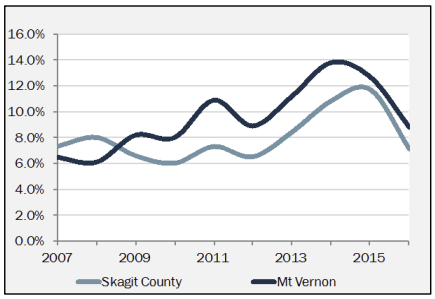
Mount Vernon's office market is small and locally focused. Average office lease rates have fluctuated more than in Skagit County as a whole, but have stayed in the range between $11-$20 per square foot since 2007, leveling off around $15 per square foot. The amount of office space in both Skagit County and Mount Vernon has remained remarkably stable over the past 10 years. There has been no new office space constructed since the recession. Recently, office vacancy has been declining and is approaching pre-recession levels.

Office Rent per SF



Source: CoStar

Office Vacancy



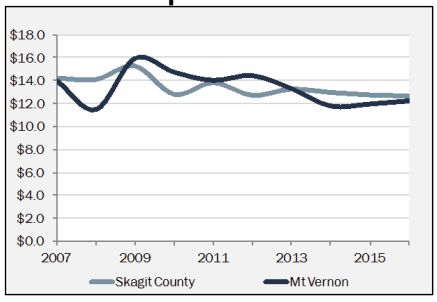
Source: CoStar

Mount Vernon Commercial Real Estate Trends

Retail Market

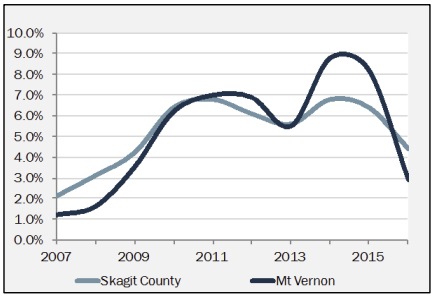
Mount Vernon's retail market contains over two million square feet and represents 40 percent of the total retail market for all of Skagit County. There have been few newly constructed retail buildings in recent years. Average market rents for retail space in Mount Vernon and Skagit County overall have tracked closely over the last decade. In the past ten years, the volatility in the retail market vacancy rate has also been more pronounced in Mount Vernon than in Skagit County, but both markets appear to have been recovering in recent years.

Retail Rent per SF



Source: CoStar

Retail Vacancy



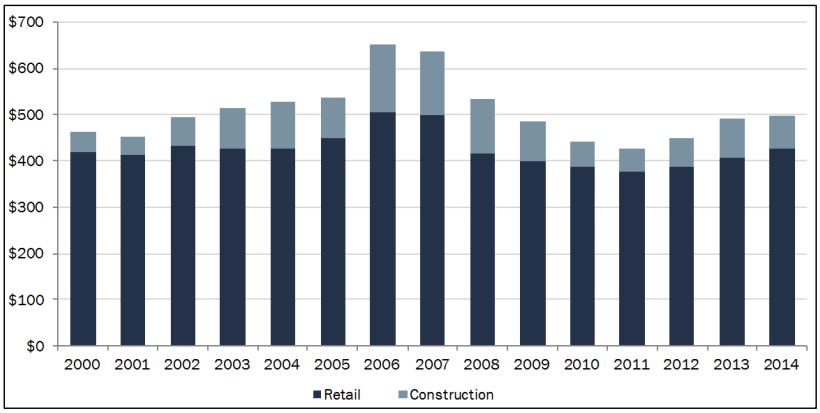
Source: CoStar

Mount Vernon Commercial Real Estate Trends

Retail Market

Sales tax receipts in Mount Vernon are, by and large, derived from retail sales. The share of retail sales to all sales tax revenues has fluctuated little since the year 2000. During the pre-recession housing boom, the share of sales revenue generated by construction did increase to over 20 percent of the total, but has since dropped back down to about 15 percent of overall sales tax generating sales.

Mount Vernon Retail Sales in Millions of 2016 Dollars, 2000-2014



Source: Washington State Department of Finance and Revenue

Key Findings

- The data show that the Mount Vernon region is growing, albeit slowly. The region's recovery from the Great Recession has been gradual, and by some measures, has even surpassed pre-recession levels. Commercial real estate vacancies are tightening - a sign that the market is improving. City and Community stakeholders have mentioned that they've observed more adaptive reuse of existing buildings as well. This is the first step towards new construction or major redevelopment.

- Strong conditions, like higher rents or employment growth, still do not exist to spur major redevelopment in the near term. However, there is trending, most notably population growth that will create future demand for housing (followed by commercial uses).

- As with most communities of this size with similar market conditions, development or redevelopment that is subsidized or transacted outside of current market bounds are always a possibility. That is, if a someone gives away the land and there's a tenant that's willing to pay more than a current market rate to locate there, or there is some combination of financial incentives, then redevelopment could occur. This is likely the type of scenario that will need to play out on large vacant or underutilized sites, if they are to redevelop any time soon.

- Vacant and underutilized parcels that are accessible, low cost, and not too big are the best near term opportunity sites for redevelopment.

Townhomes

USE DEFINITION

Source: Image provided by City of Mount Vernon, Washington.

Description

Townhomes are common-wall attached or zero lot line homes typically designed in a vertical format with living areas on multiple floors of each unit. Townhomes may be legally recorded as condominiums, regular plat, or arise through a planned unit development process. Townhomes have varying degrees of shared facilities and expenses. It is common for a townhome home owner's association (HOA) to manage some share expenses and utilities. Most townhomes are constructed to be sold, rather than rented. Although, it is not uncommon to find townhomes to rent. Tenants are usually young families, first time home buyers, or downsizing retirees.

Building Needs

Townhomes are a medium density residential development type that fills the gap between single family detached homes and higher density multifamily projects. Like single family detached homes, townhomes require basic residential infrastructure (roads, water, sewer). Access to parks, open space, and walkable commercial nodes are generally preferable.

Scale

Townhomes typically range from 1,000 square feet to 2,500 square feet in building size. They usually have two to three bedrooms and two or more bathrooms. Site sizes usually start around 1,000 square feet per unit.

Site Needs

Residential infrastructure including roads, water, and sewer. Townhomes are usually connected and in rows and therefore require flat level ground.

Community Benefits

Townhomes provide an efficiently sized home for a variety of household types. They are an attractive housing option for households that desire a manageable home, likely in a walkable neighborhood, and close to urban amenities. Townhomes increase housing density, but at a scale that is usually acceptable in more established neighborhoods.

Subarea Competitive Assessment	There is strong community support for downtown development, including residential and commercial uses in Mount Vernon. Local and regional employment growth, in-migration, and housing market recovery have contributed to high residential occupancy rates, and fewer affordable housing options. Because of these reasons, there is likely strong demand for townhomes in and around the South Kincaid Subarea.
Public Sector Support	Townhomes are a relatively inexpensive housing type to construct and therefore rarely rely on the type or scale of public sector support that arises with larger multifamily projects. As with all residential construction, townhomes do rely on in-place infrastructure. A "green" residential site, that is, one without existing infrastructure, will require investment either from the public sector or, if the market is strong, from a land developer, to prepare for townhome construction.
OVERALL ASSESSMENT	There is currently strong demand for housing across Skagit County and housing supply has continued to lag. There is a growing concern over housing affordability in the county, and strong public support for residential development in the city of Mount Vernon. Townhomes are a flexible in-fill housing type that could play a role in the future development of the South Kincaid Subarea.

Townhome Financials

Multiple financial factors, like local market rents, construction costs, operation expenses, and trends from national finance markets, contribute to determining the feasibility of a development project. Generally, revenues or cash flows from rent or sales prices need to be greater than costs for a development project to attract investment and become a viable project.

Given that construction costs are relatively fixed, we used a return on cost pro forma financial model to determine the necessary rents and sales prices for townhome construction in Mount Vernon to be feasible. To arrive at the range of prices needed to support new townhome construction, we modeled the typical high and low construction costs for stick-built townhomes in the Puget Sound area outside of the Seattle metropolitan region. The table below illustrates a range of costs, rents, and sale prices that correspond to feasible townhome construction in the Mount Vernon market. That is to say, at the low end of construction costs, a developer would have to achieve a rent of $1.29 per square foot per month in rent, or sell the unit for $252 per square foot for the townhome to be feasible. These projections do not include land costs. This means that if the developer owned the land they would be able to build a townhome at these cost levels. Higher land prices will make development less feasible if higher prices are not achievable. At current market land prices, approximately $10 per square foot of land, a developer would have to achieve a minimum rent of $1.44 per square foot per month, or sell the unit for a price of $276 per square foot.

Townhome – Assumptions for Pro Forma Financial Model

Physical Assumptions	Assumption (Low)	Assumption (High)	Assumption (Avg)	Unit of Measure
Land Area	10,000	10,000	20,000	Square feet
Density	12	24	18	Dwelling units per acre
Leasable Average Unit Size			1140	Square feet
Parking			2	Stalls per townhome (garage)

Financial Assumptions	Assumption (Low)	Assumption (High)	Assumption (Avg)	Unit of Measure
Prices				
Rents (for $0 RLV)	$ 1.29	$ 1.49	$ 1.39	Per square foot
Rents (for market RLV)	$ 1.44	$ 1.64	$ 1.54	Per square foot
Sales Price (for $0 RLV)	$ 252.00	$ 291.00	$ 271.50	Per square foot
Sales Price (for for RLV)	$ 276.00	$ 315.00	$ 295.50	Per square foot
Vacancy Rate			5%	Percent
Operating Expenses			25%	of gross revenue
Hard Construction Costs				
Apartment	$ 120	$140	$ 130	Per square foot
Garage Parking			$ 12,000	Per stall
Gross to Net ratio			90%	
Cost premium (for-sale product)			2%	Percent of residential hard costs
Other Development Costs				
Soft Costs			22%	Percent of Hard Costs
Developer Fee			4%	Percent total development cost
Contingency fee			4%	Percent of Hard + Soft Costs
Investment Metrics				
Residential Cap Rate			4.75%	percent
Retail Cap Rate			8.00%	percent
Spread on Cap			20.00%	percent

Stacked Flats

USE DEFINITION

Source: Image provided by the City of Mount Vernon.

Description

The term "stacked flats" refers to compact residential buildings with units stacked over each other on multiple floors. There can be one or more housing units on each floor and typically units only occupy areas on a single floor. Construction is usually wood frame and, except for stacked flats that are built to be high-end condominiums, it is uncommon that they feature an elevator. Typical tenants in a stacked flat building are seniors and "empty nesters" who are seeking a home and maintenance free lifestyle, and young professionals.

Building/Facility Needs

Stacked flats require typical residential infrastructure (roads, water, sewer). Easy access to the local transportation network and transit are a plus for many tenants. As are locations near urban amenities, such as parks, restaurants, and commercial centers.

Scale

Stacked flat units typically range in size from 800 square feet to 2,000 square feet. Site requirement range with the size of the building. Given their compact design, stacked flats can typically fit onto traditional single-family home neighborhood lots—those between 5,000 and 7,000 square feet (if zoning allows for them).

Site Needs

Level sites with sufficient space for parking, as well as residential infrastructure (roads, water, sewer).

Community Benefits

Stacked flats can house more people in a smaller area than single family homes, and units would sell for less than single family-detached homes while offering a desirable square footage, and storage areas. Stacked flats are also popular because they can be designed to look like one single family home. This enables them to blend into existing neighborhoods and are more readily accepted by established communities.

Competitive Assessment	There is demand in the Mount Vernon market for new residential housing of all types. Stacked flats could provide a "missing middle" housing option that would appeal to a wide audience of potential tenants and future home owners. Current market conditions indicate that stacked flats may be a financial challenge to pursue in the near term. However, ideal sites could be viable for stacked flats with the right development plan, and mid-term feasibility is likely.
Public Support	Stacked flats are a relatively inexpensive housing type to construct and therefore rarely rely on the type or scale of public sector support that arises with larger multifamily projects. As with all residential construction, stacked flats do rely on in-place infrastructure. A "green" residential site, that is, one without existing infrastructure, will require investment either from the public sector or, if the market is strong, from a land developer, to prepare for stacked flat construction. Because of their compact design, stacked flats do fit well onto vacant sites in existing neighborhoods—areas that have the necessary infrastructure to support new construction.
OVERALL ASSESSMENT	Stacked flats, either owner or renter occupied could add a new "missing middle" housing option to the South Kincaid Subarea. The primary appeal of stacked flats is that they're a flexible housing type in terms of both design, and scale. Stacked flats are relatively inexpensive medium density housing type that can provide more housing options for Mount Vernon residents.

Stacked Flat Financials

Multiple financial factors, like local market rents, construction costs, operation expenses, and trends from national finance markets, contribute to determining the feasibility of a development project. Generally, revenues or cash flows from rent or sales prices need to be greater than costs for a development project to attract investment and become a viable project.

Given that construction costs are relatively fixed, we used a return on cost pro forma financial model to determine the necessary rents and sales prices for stacked flat construction in Mount Vernon to be feasible. To arrive at the range of prices needed to support new stacked flat construction, we modeled the typical high and low construction costs for wood-framed stacked flats in Puget Sound area outside of the Seattle metropolitan region. The table below illustrates a range of costs, rents, and sale prices that correspond to feasible stacked flat construction in the Mount Vernon market. At the low end of construction costs, a developer would have to achieve a rent of $1.23 per square foot per month in rent, or sell the unit for $242 per square foot for the stacked flat to be feasible. These projections do not include land costs. This means that if the developer owned the land they would be able to build a stacked flat at these cost levels. Higher land prices will make development less feasible if higher prices are not achievable. At current market land prices, approximately $10 per square foot of land, a developer would have to achieve a minimum rent of $1.30 per square foot per month, or sell the unit for a price of $253 per square foot.

Stacked Flat – Assumptions for Pro Forma Financial Model

Physical Assumptions	Assumption (Low)	Assumption (High)	Assumption (Avg)	Unit of Measure
Land Area	20,000	60,000	40,000	Square feet
Density	20	100	50	Dwelling units per acre
Leasable Average Unit Size			850	Square feet
Parking			0.75	Stalls per unit (surface)

Financial Assumptions	Assumption (Low)	Assumption (High)	Assumption (Avg)	Unit of Measure
Prices				
Rents (for $0 RLV)	$ 1.23	$ 1.53	$ 1.38	Per square foot
Rents (for market RLV)	$ 1.30	$ 1.60	$ 1.45	Per square foot
Sales Price (for $0 RLV)	$ 242.00	$ 300.00	$ 271.00	Per square foot
Sales Price (for for RLV)	$ 253.00	$ 312.00	$ 282.50	Per square foot
Vacancy Rate			5%	Percent
Operating Expenses			25%	of gross revenue
Hard Construction Costs				
Apartment	$ 120	$ 150	$ 135	Per square foot
Surface Parking			$ 5,000	Per stall
Gross to Net ratio			90%	
Cost premium (for-sale product)			2%	Percent of residential hard costs
Other Development Costs				
Soft Costs			22%	Percent of Hard Costs
Developer Fee			4%	Percent total development cost
Contingency fee			4%	Percent of Hard + Soft Costs
Investment Metrics				
Residential Cap Rate			4.75%	percent
Retail Cap Rate			8.00%	percent
Spread on Cap			20.00%	percent

Multifamily Mixed-Use Apartment Buildings

USE DEFINITION

Source: Image provided by the City of Mount Vernon.

Description

Multifamily mixed-use apartment buildings are structures with commercial and/or common space on the first floor, and residential units on the upper floors. These buildings range in size from compact three-story buildings to urban towers. Most of these buildings are renter occupied, although condominiums of this form are not uncommon in larger metropolitan areas. A mixed use- multifamily structure located in the South Kincaid Subarea would appeal to young professionals, seniors, and small families.

Building Needs

Mixed use multifamily residential buildings require more significant infrastructure than less dense residential building types. In many cases, local infrastructure needs to be upgraded to accommodate the increased demand resulting from a mixed-use project—water and sewer pipe upgrades being the most common utility upgrades. Easy access to the local transportation network and transit are necessary to attract apartment residents, as are urban amenities.

Scale

For the Mount Vernon market, the appropriate scale of a mixed-use multifamily building would be three to four or five story buildings. Projects larger than this size are likely to be infeasible in the short to mid-term, and out of scale with the local community.

Site Needs

Level sites with sufficient space for parking as well as upgraded residential infrastructure (roads, water, sewer). The first-floor commercial space of mixed-use buildings require exposure to traffic, and easily identifiable and accessible parking. These commercial spaces can be difficult to lease and therefore pose a financial risk to the developer. Areas that are walkable and have established commercial spaces are ideal.

Community Benefits

Mixed-use multifamily buildings appeal to a variety of household types that desire to live close to where they work and shop. These structures could act as catalysts to other businesses that would choose to locate near it to capture the demand from an increase in the local population.

Competitive Assessment

While there appears to be demand in the market for apartments, mixed-use multifamily apartment development will be a challenge in the near term. This challenge has several components. There appears to be a mismatch between necessary rents to realize a new market rate apartment project and the general population's ability to pay those market rents. Construction costs also continue to increase across the Puget Sound area. This is due

to labor shortages resulting from workers moving to higher profit areas, like the Seattle metropolitan region. Financing an apartment building in small cities can also be risky investments that banks are reluctant to support due to the lack of comparable projects. Affordable projects, those targeting households with lower incomes, will face additional financial hurdles.

Public Support Mixed-use multifamily buildings are expensive building types. They require advanced building techniques, expensive building systems (e.g. elevators and sprinkler systems), and face stricter regulations than other residential building types. In smaller cities like Mount Vernon, that have not experienced much of this development type in recent years, technical and financial assistance from the public sector is often required to enable construction. Public support can take several forms, from tax credits or deferrals, density bonuses, to cash subsidies.

OVERALL ASSESSMENT Multifamily apartments are a complementary and additive use for the South Kincaid Subarea. Apartment buildings appropriately scaled, make sense in the mix of uses currently proposed for the area. In the near term, the public sector will need to consider how to support new apartment production.

Multifamily Podium Financials

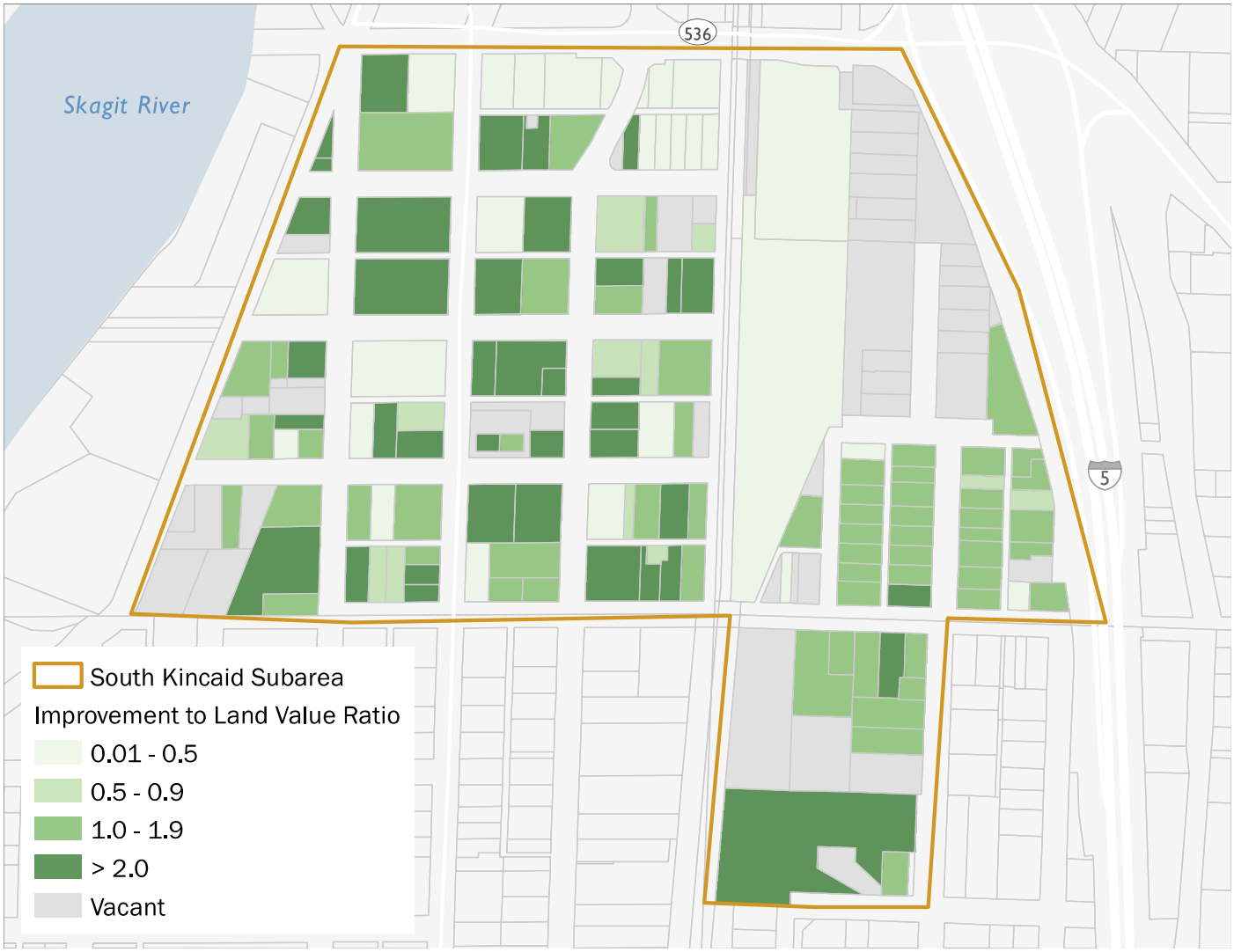
Multiple financial factors, like local market rents, construction costs, operation expenses, and trends from national finance markets, contribute to determining the feasibility of a development project. Generally, revenues or cash flows from rent or sales prices need to be greater than costs for a development project to attract investment and become a viable project.

Given that construction costs are relatively fixed, we used a return on cost pro forma financial model to determine the necessary rents and sales prices for mixed-use multifamily construction in Mount Vernon to be feasible. To arrive at the range of prices needed to support new mixed-use multifamily construction, we modeled the typical high and low construction costs for wood-framed mixed-use multifamily in Puget Sound area outside of the Seattle metropolitan region. For this product type, we assumed a small percentage of the ground floor was devoted to retail use. The table below illustrates a range of costs, rents, and sale prices that correspond to feasible mixed-use multifamily construction in the Mount Vernon market. At the low end of construction costs, a developer would have to achieve a rent of $1.86 per square foot per month in rent, or sell the unit for $365 per square foot for a mixed-use multifamily building to be feasible. These projections do not include land costs. This means that if the developer owned the land they would be able to build a mixed-use multifamily building at these cost levels. Higher land prices will make development less feasible if higher prices are not achievable. At current market land prices, approximately $10 per square foot of land, a developer would have to achieve a minimum rent of $1.88 per square foot per month, or sell the unit for a price of $369 per square foot.

Multifamily Mixed-Use Podium – Assumptions for Pro Forma Financial Model

Physical Assumptions	Assumption (Low)	Assumption (High)	Assumption (Avg)	Unit of Measure
Land Area	20,000	60,000	40,000	Square feet
Density	100	200	130	Dwelling units per acre
Leasable Average Unit Size			0.75	Stalls per unit (structured)

Financial Assumptions	Assumption (Low)	Assumption (High)	Assumption (Avg)	Unit of Measure
Prices				
Rents (for $0 RLV)	$ 1.86	$ 2.07	$ 1.97	Per square foot
Rents (for market RLV)	$ 1.88	$ 2.10	$ 1.99	Per square foot
Sales Price (for $0 RLV)	$ 365.00	$ 406.00	$ 385.50	Per square foot
Sales Price (for for RLV)	$ 369.00	$ 410.00	$ 389.50	Per square foot
Ground Floor Retail Rent	15	22	$ 18.50	Per square foot, annualized
Vacancy Rate				
Apartment			5%	Percent
Retail			10%	Percent
Operating Expenses				
Apartment			25%	of gross revenue
Retail			25%	Of gross revenue
Hard Construction Costs				
Upper Floor Apartment (stick)	$ 150	$ 170	$ 160	Per square foot
Ground Floor Retail			$ 120	Per square foot
Retail TI			$ 50	Per square foot
Podium Parking			$ 30,000	Per stall
Gross to Net ratio			85%	
Cost premium (for-sale product)			2%	Percent of residential hard costs
Other Development Costs				
Soft Costs			22%	Percent of Hard Costs
Developer Fee			4%	Percent total development cost
Contingency fee			4%	Percent of Hard + Soft Costs
Investment Metrics				
Residential Cap Rate			4.75%	percent
Retail Cap Rate			8.00%	percent
Spread on Cap			20.00%	percent


Skagit River
536
5
South Kincaid Subarea
Improvement to Land Value Ratio
0.01 - 0.5
0.5 - 0.9
1.0 - 1.9
> 2.0
Vacant

Appendix E - Transportation Assessment

Synthesis of Existing Baseline Transportation Data

Existing Roadway Network

Arterial Streets
The street network in the South Kincaid subarea includes the following:

- **Kincaid Street** is an east-west principal arterial. Eastbound travel lanes include one through lane from Cleveland Avenue to S 2nd Street and two through lanes from S 2nd Street to the Interstate 5 interchange. In the westbound direction, Kincaid Street includes two through lanes from the east subarea boundary to the rail crossing east of S 3rd Street, and one through lane from the rail crossing to S 1st Street.

  On-street parking is available on the north side of the street between S 3rd Street and S 2nd Street. Curb, gutter, and sidewalks are present on both sides of Kincaid Street.

  Kincaid Street includes signalized intersections at S 2nd Street and S 3rd Street. Kincaid Street and S 1st Street/Cleveland Avenue is all-way stop controlled.

- **S 2nd Street** is a north-south principal arterial which connects the South Kincaid subarea with the South Mount Vernon subarea to the south and with Riverside Drive to the north. It includes one travel lane in each direction. S 2nd Street includes curb, gutter, sidewalk, and on-street parking on both sides.

- **Section Street** is an east-west urban collector with one travel lane in each direction. From Harrison Street to Cleveland Avenue, Section Street is an 18-foot unstriped section with no nonmotorized facilities. From Cleveland Avenue to S 6th Street, Section Street consists of a 40-foot section with curb, gutter, sidewalk, and on-street parking on both sides. From S 6th Street to its terminus at S 7th Street, Section Street is a 20-foot unstriped section with unpaved shoulders and no nonmotorized facilities.

- **Cleveland Avenue** is a north-south urban collector with one travel lane in each direction. Curb, gutter, and sidewalk are present on both sides of the street through the subarea.

  Cleveland Avenue is a 40-foot section with parallel on-street parking on both sides. Between Snoqualmie Street and W Broadway, on-street parking is restricted to angled parking on the east side of Cleveland Avenue.

  Cleveland Street becomes S 1st Street north of Kincaid Street.

- **S 3rd Street** is a north-south urban collector with one travel land in each direction. Curb, gutter, and sidewalk are present on both sides of the street through the subarea. On-street parking exists on both sides of the street between Section Street and W Broadway.

- **S 1st Street** is a north-south local street from south of W Kincaid Street to its terminus at Section Street. The east side of S 1st Street includes curb, gutter, and sidewalk on the east side of the street.

- **Broadway Street, Snoqualmie Street,** and **Milwaukee Street** are east-west local streets with one travel lane in each direction.

All streets in the subarea have a 25 mph speed limit. Existing arterial streets in the subarea are shown in Figure 3.2.

Level of Service
Level of service (LOS) is a qualitative description of the operating performance of an element of transportation infrastructure such as a roadway or an intersection. LOS is typically expressed as a letter score from LOS A, representing free flow conditions with minimal delays, to LOS F, representing breakdown flow with high delays.

Minimum street and intersection LOS requirements are defined in MVMC 14.10.080 as LOS D on principal arterials and LOS C on all other arterial streets. See **Table 4**. Facilities may be granted exemption from these LOS standards if it is impractical to improve specific facilities to achieve higher LOS.

Table 1. City of Mount Vernon Level of Service Standards

Functional Classification	Minimum LOS
Principal Arterial	D
Minor Arterial	C
Collector Arterial	C

All street segments and intersections in the subarea currently operate at or above minimum LOS standards.

Existing Non-Motorized System

Transit Facilities
Skagit Transit Route 206 operates westbound on Kincaid Street to southbound on S 2nd Street, connecting Skagit Station through South Kincaid to the South Mount Vernon subarea. Route 206 operates weekdays from 6:30 AM to 8:00 PM and on weekends from 8:00 AM to 6:00 PM on 30 minute headways.

Kincaid Park and Ride is located on the north side of Kincaid Street, adjacent to Interstate 5. It provides access to Skagit Station, a multimodal hub with access to Skagit, Whatcom, and Island Transit routes as well as Amtrak passenger rail, Greyhound bus service, and commuter bus to Everett Station.

Existing transit services and park and ride facilities are shown in Figure 3.4.

Pedestrian Facilities
All arterial streets in the subarea include sidewalks on both sides. Existing pedestrian facilities are shown in Figure 3.5.

Bicycle Facilities
The subarea includes no dedicated bicycle facilities. The following arterial sections are designated shared bicycle lanes in the Mount Vernon Comprehensive Plan:

- Section Street (Cleveland Avenue to S 6th Street)
- S 2nd Street (Section Street to Kincaid Street)
- S 3rd Street (Section Street to W Broadway)

Mount Vernon defines shared bicycle lanes as roads with a minimum 14-foot travel surface and which allow on-street parking.

Existing citywide bicycle facilities are shown in Figure 3.6a.

Recent Planning Efforts Related to Multi-Modal Conditions

The Mount Vernon Comprehensive Plan identifies planned bicycle routes, as shown in Figure 3.6b.

[Note- this area has historically been auto-focused. No recent multi-modal planning efforts since the rail station. The updated Transportation Element of the Comprehensive Plan defines a goal of developing a Mount Vernon specific Complete Streets policy.]

Transportation Opportunities in and Around the Immediate Subarea

Several opportunities exist for improving nonmotorized transportation facilities in the subarea. S 2nd Street has been identified as a planned bicycle route through the subarea, however it currently includes no marked or separated bicycle path. Most streets in the subarea include sidewalks, however many of the sidewalks, curb ramps, and driveways appear to be older and likely do not comply with current Americans with Disabilities Act (ADA) standards for pedestrian facilities in public right-of-way.

TSI
Transportation Solutions, Inc.
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Technical Memorandum

March 9, 2018

Ms. Rebecca Lowell, Senior Planner
City of Mount Vernon
Development Services Department
P.O. Box 809
Mount Vernon, WA 98273

SUBJECT: KINCAID CORRIDOR TRANSPORTATION IMPROVEMENTS
REVISED 03-09-2017

The purpose of this technical memorandum is to evaluate intersection capacity improvement alternatives for the E Kincaid Street corridor from S 2nd Street to Blodgett Road in Mount Vernon. Two intersection control alternatives were evaluated with consideration for traffic operation and accessibility along the E Kincaid Street corridor, particularly with respect to two key sites along the study corridor: Skagit Station to the north and the proposed mixed-use development to the south of E Kincaid Street where the Alf Christianson Seed Company was once located.

Project Understanding

Visconsi Companies, LTD has proposed development of a mixed-use commercial and residential center (the Project) to the south of E Kincaid Street at the former Alf Christianson Seed Co site. A vicinity map is shown in **Figure 1.** The Project will include commercial tenant space on the north half of the site and up to 250 multi-family dwelling units on the south half of the site. Commercial uses will access the public street network via E Kincaid Street. Apartment units will access the network primarily onto E Section Street to the south, but some apartment users may access the site via the E Kincaid Street driveway.

At the time of this analysis, the Project was in the preliminary planning stages. Trip generation calculations assumed a mix of commercial uses occupying the north half of the site, as described later in this report.

The City of Mount Vernon requested that TSI analyze potential intersection capacity improvements which will provide adequate capacity for forecasted long-range traffic growth as well as forecasted Project-generated trips along the E Kincaid Street corridor.

This analysis initially included six study intersections. In response to comments by Washington State Department of Transportation (WSDOT), the intersection of E Kincaid Street and S 2nd Street was added to the study corridor for a total of seven study intersections:

Conclusions and Recommendations

Based on a preliminary project description, the Project will generate 412 new PM peak hour trips, of which 145 (95 in; 50 out) will be generated by a 250-unit apartment complex and the remaining 267 (137 in; 130 out) will be generated by a 22,000 square foot commercial development.

A long-range LOS forecast for the Kincaid Street corridor indicates that the proposed Kincaid Street Project access will operate at LOS F and access will be limited for at least half of the PM peak hour by queue stacking from the signalized Kincaid Street & I-5 southbound ramp intersection to the east.

Rechannelization of the intersection of Kincaid Street and 3rd Street to allow U-turn movements on the east approach will improve access to and from the Alfco site Kincaid Street driveway. The intersection improvement will require widening of Kincaid Street between the intersection and the rail crossing to the east. Some right-of-way taking will be required to maintain sidewalk continuity on the south side of the roadway.

The intersection will operate at LOS D through 2036, which satisfies WSDOT and City of Mount Vernon standards. 95th percentile queue will not interrupt the I-5 ramp terminals. However, based on anticipated local and regional land use growth, intersection operations will continue to degrade beyond 2036 unless other capacity improvements are constructed.

Alternative B considered the impacts of new roundabouts at the intersections of S 3rd Street, I-5 southbound ramps, and I-5 northbound ramps along Kincaid Street. Alternative B includes a Project access opposite the existing Skagit Station bus access on Kincaid Street.

An operational analysis indicated that Alternatives B and C will improve intersection LOS and queueing along the study corridor. The proposed roundabouts will operate at LOS A with no 95th percentile queuing impacts to adjacent intersections.

Right-in right-out access restrictions are recommended at the Project access and Skagit Station accesses. Future roundabouts at the nearby intersections on S 3rd Street and the I-5 southbound ramps will allow full access via U-turns despite access restriction at the accesses.

Phased construction is likely under either improvement alternative. Construction phasing should consider impacts to the Project and Skagit Station accesses. If necessary, Project and Skagit Station traffic may be required to use alternate accesses on E Section Street and E Montgomery Street, respectively.

Based on the analysis results, Alternative B will support the projected traffic volumes in the study area, excluding the Broad Street & Blodgett Road intersection.

Sincerely,

Transportation Solutions, Inc.

Andrew L. Bratlien, PE
Senior Transportation Engineer

Appendix F - Buildable Lands & Capacity Analysis Summary 2016-2036

7.0

RESULTS & CONCLUSIONS

Table 1.11 identifies the different land uses within the City and the amount of land available for development and/or the number of dwelling units that could be constructed.

What is clear from this table is that the City is easily able to accommodate its expected additional population over the planning horizon. In fact, nearly ninety-percent (90%) of the needed dwelling units can be housed within the existing City limits.

What is also clear is that the City may not have enough commercial or industrial land to meet future employment growth. In fact, the 2006 E.D. Hovee report, "City of Mount Vernon Commercial & Industrial Land Needs Analysis" (attached as Appendix C to the City's Land Use Element) states that the City needed an additional 809 gross acres of commercial/industrial lands when this report was completed in 2006.

The methodology used in determining how many additional dwelling units could be created, and the available acreage of commercial and industrial lands, is explained in detail in the foregoing analysis; however, keep in mind that areas to account for future roads (including arterials, neighborhood, collector, access ways, and private streets), stormwater facilities (including larger facilities to take into account newer regulations), critical areas and their associated buffers, neighborhood parks, schools, and market factors have all been netted out.

TABLE 1.11: BUILDABLE LAND RESULTS

		IN CITY[2]	UGA[2]	TOTAL NEW UNITS CITY + UGAS BEFORE MARKET FACTOR REDUCTION	20% MARKET FACTOR REDUCTION	TOTAL NEW DWELLING UNITS CITY + UGAS
RESIDENTIALLY ZONED LANDS	Single-Family[1] Residential	1,282	5,355	6,637	< 1,328 >	5,309
	Multi-Family Residential[3]	345	0	345	< 69 >	276
	Existing Pipeline Developments[4]	1,888	0	1,888	NA	1,888
	Downtown Master Plan Units	450	NA	450	NA	450
	Mixed Use Units[5]	69	NA	69	< 14 >	55
	Transfer of Development Rights	135	0	135	NA	135
	ADUS/Duplexes	67	0	67	< 13 >	54
	TOTALS:	4,236	5,355	9,591	< 1,424 >	8,167

		2,000 to 10,000 s.f.	> 10,000 s.f. to 1-acre	> 1-acre to 5-acres	> 5-acres
COMMERCIAL/INDUSTRIAL LANDS	Commercial[1]	5.5 acres	23.1 acres	14.6 acres	25.3 acres
	Industrial[2]	5.9 acres	27.9 acres	65.9 acres	6.7 acres
	Healthcare District	.42 acres	.82 acres	NA	NA
	Downtown Waterfront	NA	NA	3.2 acres	NA
	UGA Commercial/Industrial	1.2 acres	6.3 acres	9.9 acres	0
	TOTALS:	13 acres	58 acres	93.6 acres	32 acres

Appendix G - On-Street Parking Analysis

Appendix H - SEPA Determination

SOUTH KINCAID SUBAREA NOTICE OF PUBLIC MEETING AND HEARINGS WITH SEPA DETERMINATION OF NON-SIGNIFICANCE (DNS)

This notice is being sent to you because you own property that is located inside the South Kincaid Subarea boundaries; or it is within 300 feet of this subarea. Please see the description and map of the subarea below.

PROJECT DESCRIPTION:

The South Kincaid Subarea plan encompasses roughly 60 acres of property abutting the southern edge of the City's historic downtown. The intent of this Subarea Plan is to:

- Organize new development around enhanced community amenities.
- Encourage mid-rise (3-4 story), live/work, mixed use, and multifamily development by amending the C-1 zoning in the area.
- Preserve the historic building stock by increasing its functionality through adaptive reuse.
- Improve circulation by defining safe routes for pedestrians and cyclists, strengthening connections to the riverfront and downtown, and redefining street types to better coordinate traffic flow.
- Create a Civic Campus to function as the community centerpiece and subarea activity center.
- Increase parks and open space as amenities for subarea residents, downtown workers, and visitors.

In addition to the subarea plan the City has proposed rezoning a number of properties within the subarea to a new zoning designation that encourages the Goals, Objectives, and Policies that are proposed to be adopted as part of the plan. Development regulation amendments to the following chapters of the Mount Vernon Municipal Code (MVMC) are proposed: C-1 zone (Chapter 17.45), Parking (Chapter 17.84), Signs (Chapter 17.87), Site Plan Review (Chapter 17.90), Landscaping (Chapter 17.93), and Design Review (Chapter 17.70).

The City's website contains additional information on this project can be viewed and/or downloaded. This webpage can be viewed as follows: navigate to: www.mountvernonwa.gov; once here click on 'Departments' then 'Development Services' then 'News & Notices' once on this page click on 'South Kincaid Sub-Area Plan' located in the green box on the left side of the screen.

UPCOMING PUBLIC MEETING & HEARINGS:

The below-described public meeting and both public hearings will be held at the City's Police and Court Campus located at 1805 Continental Place, Mount Vernon. The public is encouraged to attend and comment at the meeting and hearings.

1. **MONDAY, APRIL 2, 2018** a public meeting is scheduled with the City Council, Planning Commission, and Appointed Citizen Group. This meeting will begin with a presentation from the consultant team between 5:30 pm and 6 pm, will be followed by a workshop for Council, Planning Commission and the appointed citizen Group between 6 pm and 6:30 pm, and will end with comments and questions taken from the public in attendance starting at approximately 6:30 pm.

2. **TUESDAY, APRIL 17, 2018** a public hearing is scheduled before the Mount Vernon Planning Commission starting at 6 p.m.

3. **WEDNESDAY, APRIL 25, 2018** a public hearing will be held before the Mount Vernon City Council starting at 7 p.m.

PROJECT LOCATION:

The subarea is bound by East Kincaid Street to the north, Interstate-5 to the east, South 1st Street to the west, with Section Street forming a majority of its south boundary. The additional area not bound by Section Street is bound by South 6th Street to the east with a portion of East Hazel Street comprising its south boundary. The subarea is located within a portion of the SW ¼ of the SW ¼ of Section 20 and the NE ¼ of the SE ¼ of Section 19 with both sections in Township 34 North, Range 4 East, W.M. Following is a map showing the subarea boundaries.

SEPA LEAD AGENCY:	Mount Vernon Development Services Department. The lead agency for this proposal has determined that it does not have a probable adverse impact on the environment. An environmental impact statement (EIS) is not required under RCW 43.21C.030(2)(c). This decision was made after review of a completed environmental checklist and other information on file with the lead agency. This information is available to public on request.
SEPA DNS INFORMATION:	A DNS is being issued under WAC 197-11-340(2). The lead agency will not act on the proposal for 14 days from issuance of this DNS. Comments must be received by 5 p.m. on March 27, 2018. Consistent with MVMC Chapter 15.06 appeals of the environmental determination must be filed in writing on or before 5:00 p.m. on April 6, 2018. Appeals are required to comply with and contain the items listed in MVMC Chapter 15.06.215 together with the required application fee and must be submitted to: City of Mount Vernon, P.O. Box 809, Mount Vernon, WA 98273. Additional information regarding the appeal process may be obtained from the City of Mount Vernon Development Services Department, (306) 336-6214.
SEPA RESPONSIBLE OFFICIAL & CONTACT PERSON:	Rebecca Lowell, Principal Planner, City of Mount Vernon; 910 Cleveland Avenue; Mount Vernon, WA 98273; (360) 336-6214

The application and supporting documentation are available for review at the Development Services Department located at City Hall. Copies will be provided upon request at the cost of reproduction. If you wish to comment on the proposed subarea plan, rezones, or code amendments, you can provide verbal or written comment at the public meeting or hearings listed on the front page of this notice. You may also provide signed, written comments until 5 p.m. on the day before the hearing to the contact person listed above.

SIGNATURE

ISSUED: March 14, 2018
PUBLISHED: March 16, 2018

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City of MOUNT VERNON

Appendix A

LAND USE DENSITIES WITHIN THE CITY

APPENDIX A – LAND USE DENSITIES ALLOWED WITHIN THE CITY

Growth Management Hearings Board decisions have clarified what residential densities should occur in urban growth areas. For clarification purposes, urban growth areas are defined as areas within the City limits in addition to the established urban growth areas where the City and County have joint jurisdiction.

Following is a list of Washington State hearing board cases that have defined urban densities as four (4) or more dwelling units per acre:

In Berschauer v. Tumwater 94-2-0002 (FDO 7-27-94) urban densities of 1 dwelling unit per acre and 2-4 dwelling units per acre did not comply with the GMA. ("We conclude that the low-density designations for the SRLUPO area do not comply with the Countywide Planning Policies (CPPs) for orderly and cost effective development of urban services, affordable housing or environmental quality.")

In the City of Sedro-Woolley, Friends of Skagit County, et al., petitioners, v. Skagit County, Decision No. 03-02-0013c Compliance Hearing Order it was found that:

- UGAs are those areas of a county in which urban levels of development are expected to occur. Urban levels of densities are typically at least four dwelling units per acre. Rural densities are, as all three growth hearings boards have held, densities no greater than one dwelling unit per five acres.

In Bremerton v. Kitsap County October 1995, the Central Puget Sound Hearings Board found that as a general rule, four (4) dwellings units per acre or more constitutes urban densities. A pattern of one (1) and two and one-half (2 ½) acre lots is a sprawl pattern that should only occur in urban areas to avoid excessive development pressures on or near environmentally sensitive areas (however, this circumstance can be expected to be infrequent with the UGA and must not constitute a pattern over large areas). In Lawrence Michael Investments, Chevron USA and Chevron Land and Development Company v. Town of Woodway, January 1999, the Central Puget Sound Hearings board found that, "(the) GMA requires every city to designate all lands within its jurisdiction at appropriate urban densities."

The City finds that, in light of the recent Washington State Supreme Court ruling in Viking Properties Inc. v. Oscar W. Holm, that there is a broad range of discretion that may be exercised by the City and rejects the previous Hearing Board cases cited above to the extent they attempt to create policy or a bright line rule requiring four (4) dwelling units per acre or more to comply with the GMA standard for urban densities.

In Viking Properties Inc. v. Oscar W. Holm, slip opinion 75240-1 Aug. 18, 2005, the specific issue of the whether the four net dwelling units per acre rule as adopted by the Growth Management Hearing Boards is an appropriate standard in determining urban densities has been addressed. The Supreme Court re-iterated and recognized that the GMA, its goals and their accompanying regulatory provisions create a 'framework' that guides local jurisdictions in the development of comprehensive plans and development regulations. Within this framework, the legislature has affirmed that there is a 'broad range of discretion that may be exercised by counties and cities consistent with the requirements . . . and goals of {the GMA}.' RCW 36.70A.3201. In other words, the GMA does not prescribe a single approach to growth management. Instead, the legislature specified that 'the ultimate burden and responsibility for planning, harmonizing the planning goals of {the GMA}, and implementing a county's or city's future rests with that community.' RCW 36.70A.3201. Thus, the GMA acts exclusively through local governments and is to be construed with the requisite flexibility to allow local governments to accommodate local needs.

Based upon the foregoing rationale, the Washington State Supreme Court has specifically rejected the four net dwelling unit per acre rule to the extent it requires Cities to plan in a certain manner and to the extent it creates policy and thus is beyond the authority of the growth management boards as a tribunal:

"…Viking's claim that the GMA imposes a 'bright line' minimum of four dwellings per acre is erroneous. In making this claim, Viking relies upon a 1995 decision of the CPSGMHB. See Bremerton v. Kitsap County, CPSGMHB No. 95-3-0039, 1995 WL 903165 (Oct. 6, 1995). However, the growth management hearings

boards do not have authority to make 'public policy' even within the limited scope of their jurisdictions, let alone to make statewide public policy. The hearings boards are quasi-judicial agencies that serve a limited role under the GMA, with their powers restricted to a review of those matters specifically delegated by statute. See RCW 36.70A.210(6), .280(1); Sedlacek v. Hillis, 145 Wn.2d 379, 385-86, 36 P.3d 1014 (2001) (stating that public policy is set forth in constitutional, statutory, and regulatory provisions, as well as prior judicial decisions). Accord Roberts v. Dudley, 140 Wn.2d 58, 63, 993 P.2d 901 (2000); Thompson v. St. Regis Paper Co., 102 Wn.2d 219, 232, 685 P.2d 1081 (1984). See also Skagit Surveyors & Eng'rs, LLC v. Friends of Skagit County, 135 Wn.2d 542, 565, 958 P.2d 962 (1998) (stating that the GMA is not to be construed to confer upon a hearings board powers not expressly granted in the GMA). Second, Viking's argument fails to account for the fact that the GMA creates a general 'framework' to guide local jurisdictions instead of 'bright line' rules. See RCW 36.70A.3201; Richard L. Settle, Washington's Growth Management Revolution Goes to Court, 23 Seattle U. L. Rev. 5, 9 ('most GMA requirements are conceptual, not definitive, and often ambiguous'). Indeed, the existence of restrictive covenants that predate the enactment of the GMA and limit density within the urban growth areas are the type of 'local circumstances' accommodated by the GMA's grant of a 'broad range of discretion' for local planning. See RCW 36.70A.3201; Cent. Puget Sound Hearings Bd., 142 Wn.2d at 561."

Based on the Viking case, the City finds that:

- The four net dwelling unit per acre general rule is invalid to the extent it serves to require a City to plan in a certain manner.
- That this general rule is invalid to the extent it creates a higher burden on the City than what is clearly set forth in the GMA or shifts the burden to the City in which it must now 'prove' to the Board its decisions beyond showing its work.
- That this general rule is invalid to the extent the GMA requires every city to designate all lands within its jurisdiction at appropriate urban densities equates to requiring four net dwelling units per acre and that any residential pattern at a lower density will be subject to increased scrutiny by the Board to determine if the number, locations, configurations and rationale for such lot sizes complies with the goals and requirements of the Act, and the jurisdiction's ability to meet its obligations to accept any allocated share of county-wide population.

Table 6.2 identifies all of the City's residential zoning designations and their associated densities with different development options that the City permits.

The City determines density requirements for developments using net calculations by multiplying the total acreage of a parcel of property excluding existing or planned streets and rights-of-way and the open water area of wetlands or streams by the density allowed per the site zoning.

Given that the GMA requires every city to plan to reduce the inappropriate conversion of undeveloped land into sprawling, low-density development, the minimum net density for all new residential development, except as outlined below, within the City will be at a minimum density of four (4) dwelling units per acre unless documented critical areas, areas of special flood risk designation, resource lands, restriction on access or other physical site constraints are evident on a parcel that would preclude a development that would yield four (4) dwelling units per acre.

The two (2) zoning designations that result in subdivisions that have a net density of less than four (4) dwelling units per acre are the R-1, 3.0 and the Residential-Agricultural (R-A) which result in maximum densities of 3.0 and 1.24 dwelling units per acre, respectively. The R-1, 3.0 has a minimum lot size of 13,500 square feet and the R-A has a minimum lot size of 35,000 square feet.

As of January 1, 2016, within the City limits there are approximately 731 acres of property zoned R-1, 3.0. These areas will be evaluated to ensure that documented critical areas, a special flood risk designation, resource lands, restrictions on access or other physical site constraints are present so that a density less than the four (4) dwelling units per acre can be justified (as supported, in part, by *Berschauer v. Tumwater* 94-2-0002 (CO 12-17-94), where the Board found that 2-4 dwelling unit per acre designation for a residential/sensitive area where

the record demonstrated a complete analysis by the city and the designation was limited to areas of "unique open space character and sensitivity to environmental disturbances" complied with the GMA) when a property owner submits any type of subdivision application to the City. If critical areas, resource lands, restrictions on access, a special flood risk designation or other physical site constraints are not present on the site, and except the existing neighborhood areas discussed below, a property owner will have to complete a rezone of the site, a Planned Unit Development (PUD) will need to be completed, or development rights will need to be purchased through the Transfer of Development Rights (TDR) program when an applicant submits any type of subdivision application to the City, so that a minimum density of four (4) dwelling units per acre can be achieved.

Map LU-5 identifies areas within and abutting existing neighborhoods in the City that are currently zoned Single-Family Residential with a minimum lot size of 9,000 square feet. In addition to identifying the R-1,3.0 zoning, Map LU-5 also shows which parcels have existing structures on them. Consistent with the Washington Supreme Court in Viking Properties Inc. v. Oscar W. Holm, slip opinion 75240-1 Aug. 18, 2005, the City shall use the GMA framework with the requisite flexibility to allow the City as the local planning jurisdiction to accommodate its local needs. Thus, to protect the character of existing neighborhoods, to promote a variety of residential densities and housing types, and to encourage the preservation of existing housing stock (GMA planning goals codified in RCW 36.70A.020 (4)) those areas identified on **Map LU-5** will not be required to meet a minimum 4 du/acre density, and shall have a net density of no more than 3.23 dwelling units per acre. These areas reflect land which contains or is next to pre-existing residential neighborhoods and residential neighborhood communities. These areas contain, but are not limited to, the following features: pre-existing residential development, pre-existing residential structures, pre-existing residential amenities (churches, synagogues, community centers or clubs, granges, etc..), and/or existing covenants that run with the land and disallow subdivision greater than 4 du/acre.

There are 830 parcels of land that combined equal approximately 337 acres that are identified on **Map LU-5** that will have a maximum density of 3.23 du/acre when and if they are developed or re-developed. Of the 830 parcels, 766 have existing buildings; however, only 31 of these parcels are capable of further development due to placement of existing structures or the presence of critical areas. In addition, there are 34 parcels without structures that are capable of further development.

Utilizing the methodology described in the Buildable Lands Analysis (contained in **Appendix LU-B**) the 65 parcels that are capable of being subdivided (parcels with and without structures) were analyzed to see what the difference in the number of total dwelling units would be if a density of four (4) dwelling units per acre versus 3.23 dwelling units per acre was applied to these parcels. At a density of four (4) dwelling units per acre the area identified on **Map LU-5** could produce 98 additional lots for dwelling units; and at a density of 3.23 dwelling units per acre this same area could produce 71 additional lots for dwelling units. With restricting the density to 3.23 dwelling units per acre versus four (4); there is a difference of the creation of only 27 lots for future dwelling units. Please see the spreadsheet incorporated with **Map LU-5** that provides a great amount of detail about all of the parcels identified on **Map LU-5** including all of the parcel numbers, zoning, addresses, whether critical areas are present or not, whether existing structures are present or not, the area of each of the parcels in acres and square feet, and how many additional units could potentially be created on each of the parcels utilizing the Buildable Lands methodology at the two different densities described above.

The Buildable Lands Analysis, contained in **Appendix LU-B,** proves that the City is well able to accommodate its projected growth even with keeping the parcels identified on **Map LU-5** at a maximum density of 3.23 du/acre because the Buildable Lands Analysis calculated potential building lots based on the zoning of a lot and did not consider that certain areas may have to meet a minimum density of four (4) dwelling units per acre.

PNUMBER	ZONING	ADDRESS	CRITICAL AREAS PRESENT?	EXISTING STRUCTURES	ACRES	SQUARE FEET	SQUARE FEET LEFT OVER AFTER B.L. METHODOLOGY UTILIZED[1]	BUILDABLE AFTER ANALYSIS USING B.L. METHODOLOGY [1]	ADDITIONAL UNITS ON LOTS W/EXISTING STRUCTURES
P52529	R-1,13.5	1921 Windsor Drive	YES	YES	0.566	24649.800	0	NO	
P52530	R-1,13.5	1911 Windsor Drive	YES	YES	0.402	17501.645	0	NO	
P52531	R-1,13.5	1901 Windsor Drive	YES	YES	0.494	21512.272	0	NO	
P52532	R-1,13.5	1821 Windsor Drive	YES	YES	0.514	22373.446	0	NO	
P52533	R-1,13.5	1811 Windsor Drive	YES	YES	0.482	21000.528	0	NO	
P27540	R-1,13.5	4010 E Division Street	NO	YES	0.310	13482.310	0	NO	
P27541	R-1,13.5	4030 E Division Street	NO	YES	0.309	13480.199	0	NO	
P83240	R-1,13.5	4034 E Division Street	NO	YES	0.308	13408.703	0	NO	
P107396	R-1,13.5	3827 Moody Court	NO	YES	0.299	13026.582	0	NO	
P83255	R-1,13.5	130 S Waugh Road	NO	YES	0.307	13375.276	0	NO	
P107392	R-1,13.5	3810 Moody Court	NO	YES	0.310	13500.446	0	NO	
P107393	R-1,13.5	3814 Moody Court	NO	YES	0.310	13500.446	0	NO	
P83254	R-1,13.5	210 S Waugh Road	NO	YES	0.308	13426.496	0	NO	
P105908	R-1,13.5	217 S 38Th Place	NO	YES	0.307	13371.243	0	NO	
P105906	R-1,13.5	3807 Carpenter Street	NO	YES	0.310	13489.944	0	NO	
P105905	R-1,13.5	3813 Carpenter Street	NO	YES	0.307	13354.166	0	NO	
P105904	R-1,13.5	3817 Carpenter Street	NO	YES	0.304	13240.960	0	NO	
P105899	R-1,13.5	3818 Carpenter Street	NO	YES	0.310	13485.020	0	NO	
P105894	R-1,13.5	3809 Ridge Court	NO	YES	0.310	13500.070	0	NO	
P105892	R-1,13.5	3819 Ridge Court	NO	YES	0.306	13332.730	0	NO	
P83933	R-1,13.5	3925 Montgomery Court	NO	YES	0.310	13496.127	0	NO	
P83934	R-1,13.5	3923 Montgomery Court	NO	YES	0.310	13496.127	0	NO	
P105886	R-1,13.5	3810 Ridge Court	NO	YES	0.310	13500.000	0	NO	
P83945	R-1,13.5	405 S Waugh Road	NO	YES	0.303	13181.856	0	NO	
P104218	R-1,13.5	503 S 39Th Place	NO	YES	0.300	13055.919	0	NO	
P104209	R-1,13.5	506 S 39Th Place	NO	YES	0.309	13478.021	0	NO	
P104257	R-1,13.5	3519 Broadway Street	NO	YES	0.308	13411.566	0	NO	
P104242	R-1,13.5	3612 Broadway Street	YES	YES	0.310	13510.085	0	NO	
P104241	R-1,13.5	3604 Broadway Street	YES	YES	0.310	13510.085	0	NO	
P104189	R-1,13.5	1026 S 38th Place	YES	YES	0.311	13559.800	0	NO	
P95749	R-1,13.5	4310 Apache Drive	YES	YES	0.416	18136.178	0	NO	
P95748	R-1,13.5	4316 Apache Drive	YES	YES	0.323	14050.444	0	NO	
P67507	R-1,13.5	4929 Monte Vista Place	YES	YES	0.509	22160.418	0	NO	
P67508	R-1,13.5	4927 Monte Vista Place	YES	YES	0.453	19741.551	0	NO	
P105102	R-1,13.5	4505 Edgemont Place	YES	YES	0.701	30550.564	0	NO	
P105101	R-1,13.5	4517 Edgemont Place	YES	YES	0.487	21214.502	0	NO	
P67510	R-1,13.5	4725 MONTE VISTA PLACE	YES	YES	0.473	20608.848	0	NO	
P67509	R-1,13.5	4801 MONTE VISTA PLACE	YES	YES	0.505	22012.090	0	NO	
P67471	R-1,13.5	4426 Edgemont Place	YES	YES	0.697	30355.660	0	NO	
P67492	R-1,13.5	4812 Monte Vista Place	YES	YES	0.383	16694.054	0	NO	
P67474	R-1,13.5	4500 Edgemont Place	YES	YES	0.408	17791.736	0	NO	
P79422	R-1,13.5	3707 Apache Drive	NO	YES	0.310	13496.201	0	NO	
P79421	R-1,13.5	3715 Apache Drive	NO	YES	0.307	13353.359	0	NO	
P79440	R-1,13.5	1006 Tomahawk Place	NO	YES	0.308	13411.432	0	NO	
P79441	R-1,13.5	3007 N Waugh Road	NO	YES	0.307	13364.274	0	NO	
P79442	R-1,13.5	919 N Waugh Road	NO	YES	0.309	13460.222	0	NO	
P79443	R-1,13.5	911 N Waugh Road	NO	YES	0.310	13482.897	0	NO	
P79444	R-1,13.5	905 N Waugh Road	NO	YES	0.308	13406.134	0	NO	
P27054	R-1,13.5	2416 E Fir Street	NO	YES	0.287	12510.169	0	NO	
P53327	R-1,13.5	2520 E Fir Street	YES	YES	0.369	16094.368	0	NO	
P78140	R-1,13.5	824 Upland Drive	NO	YES	0.302	13176.137	0	NO	
P80918	R-1,13.5	2936 E Fir Street	NO	YES	0.308	13416.089	0	NO	
P54491	R-1,13.5	3400 E Fir Street	YES	YES	0.792	34501.206	0	NO	
P53335	R-1,13.5	811 Elliott Place	NO	YES	0.264	11484.384	0	NO	
P53333	R-1,13.5	808 Elliott Place	NO	YES	0.300	13053.872	0	NO	
P53328	R-1,13.5	817 Addison Place	NO	YES	0.300	13053.519	0	NO	
P53326	R-1,13.5	816 Addison Place	YES	YES	0.300	13057.439	0	NO	
P80919	R-1,13.5	813 N 30Th Street	NO	YES	0.310	13497.321	0	NO	
P53336	R-1,13.5	807 Elliott Place	NO	YES	0.262	11396.359	0	NO	
P80920	R-1,13.5	807 N 30Th Street	NO	YES	0.310	13496.458	0	NO	
P53332	R-1,13.5	804 Elliott Place	NO	YES	0.302	13140.380	0	NO	
P53329	R-1,13.5	809 Addison Place	NO	YES	0.301	13128.345	0	NO	
P80930	R-1,13.5	2803 Cherokee Lane	NO	YES	0.304	13254.797	0	NO	
P80921	R-1,13.5	801 N 30Th Street	NO	YES	0.310	13495.595	0	NO	
P54490	R-1,13.5	3401 Apache Drive	YES	YES	0.535	23287.284	0	NO	
P54489	R-1,13.5	3411 Apache Drive	YES	YES	0.554	24132.086	0	NO	
P53324	R-1,13.5	800 Addison Place	YES	YES	0.400	17435.745	0	NO	
P27135	R-1,13.5	727 Upland Drive	YES	YES	0.398	17346.398	0	NO	
P78174	R-1,13.5	725 Upland Drive	YES	YES	0.335	14612.378	0	NO	
P53323	R-1,13.5	2520 Alison Avenue	YES	YES	0.426	18574.854	0	NO	
P53321	R-1,13.5	2500 Alison Avenue	YES	YES	0.330	14392.654	0	NO	
P53322	R-1,13.5	2510 Alison Avenue	YES	YES	0.330	14384.629	0	NO	
P83269	R-1,13.5	725 N Waugh Road	NO	YES	0.179	7785.445	0	NO	
P78077	R-1,13.5	3325 Mohawk Drive	YES	YES	0.364	15862.448	0	NO	
P117984	R-1,13.5	2400 Stonebridge Way	NO	YES	0.118	5140.965	0	NO	
P117985	R-1,13.5		NO	YES	0.118	5150.155	0	NO	
P117986	R-1,13.5	2412 Stonebridge Way	NO	YES	0.118	5150.155	0	NO	

PNUMBER	ZONING	ADDRESS	CRITICAL AREAS PRESENT?	EXISTING STRUCTURES	ACRES	SQUARE FEET	SQUARE FEET LEFT OVER AFTER B.L. METHODOLOGY UTILIZED[1]	BUILDABLE AFTER ANALYSIS USING B.L. METHODOLOGY [1]	ADDITIONAL UNITS ON LOTS W/EXISTING STRUCTURES
P117987	R-1,13.5	2416 Stonebridge Way	NO	YES	0.118	5150.155	0	NO	
P117988	R-1,13.5		NO	YES	0.121	5290.463	0	NO	
P119621	R-1,13.5		NO	YES	0.130	5658.425	0	NO	
P119606	R-1,13.5		YES	YES	0.166	7217.050	0	NO	
P117993	R-1,13.5		YES	YES	0.129	5609.772	0	NO	
P117989	R-1,13.5	2401 Stonebridge Way	NO	YES	0.123	5350.859	0	NO	
P117990	R-1,13.5		NO	YES	0.122	5300.143	0	NO	
P117991	R-1,13.5		NO	YES	0.122	5300.143	0	NO	
P117992	R-1,13.5	2520 Stonebridge Way	YES	YES	0.122	5300.143	0	NO	
P119620	R-1,13.5		NO	YES	0.120	5239.179	0	NO	
P83150	R-1,13.5	621 N Waugh Road	NO	YES	0.310	13500.390	0	NO	
P27108	R-1,13.5	610 Shoshone Drive	YES	YES	0.400	17416.357	0	NO	
P119619	R-1,13.5		NO	YES	0.116	5058.843	0	NO	
P78157	R-1,13.5	2715 Iroquois Drive	NO	YES	0.309	13463.129	0	NO	
P78158	R-1,13.5	2723 Iroquois Drive	NO	YES	0.309	13463.048	0	NO	
P119607	R-1,13.5	2500 Stonebridge Way	YES	YES	0.116	5042.799	0	NO	
P78159	R-1,13.5	2731 Iroquois Drive	NO	YES	0.309	13460.885	0	NO	
P119618	R-1,13.5	2512 Stonebridge Way	NO	YES	0.116	5050.253	0	NO	
P119608	R-1,13.5		YES	YES	0.136	5927.802	0	NO	
P119617	R-1,13.5		NO	YES	0.116	5050.253	0	NO	
P83154	R-1,13.5	601 N Waugh Road	NO	YES	0.309	13480.775	0	NO	
P117994	R-1,13.5	506 SHADY LANE	YES	YES	0.133	5772.513	0	NO	
P119609	R-1,13.5		YES	YES	0.149	6472.153	0	NO	
P118206	R-1,13.5	508 Shady Lane	NO	YES	0.147	6420.959	0	NO	
P119610	R-1,13.5	2519 Stonebridge Way	YES	YES	0.125	5466.340	0	NO	
P117995	R-1,13.5		YES	YES	0.118	5148.784	0	NO	
P119615	R-1,13.5	2518 Stonebridge Way	NO	YES	0.118	5128.968	0	NO	
P117996	R-1,13.5		YES	YES	0.116	5054.449	0	NO	
P119611	R-1,13.5		YES	YES	0.147	6423.523	0	NO	
P119614	R-1,13.5		NO	YES	0.134	5830.628	0	NO	
P78109	R-1,13.5	520 Shoshone Drive	YES	YES	0.363	15806.020	0	NO	
P119613	R-1,13.5		NO	YES	0.156	6805.930	0	NO	
P119612	R-1,13.5		NO	YES	0.145	6328.117	0	NO	
P78397	R-1,13.5	521 Sioux Drive	YES	YES	0.349	15183.719	0	NO	
P117997	R-1,13.5	500 Shady Lane	YES	YES	0.130	5674.291	0	NO	
P83644	R-1,13.5	715 LILAC DR	NO	YES	0.310	13498.115	0	NO	
P83625	R-1,13.5	406 Columbine Court	YES	YES	0.312	13570.619	0	NO	
P78402	R-1,13.5	510 Sioux Drive	YES	YES	0.393	17136.658	0	NO	
P78403	R-1,13.5	500 Sioux Drive	YES	YES	0.387	16874.930	0	NO	
P81296	R-1,13.5	3801 Ridge Way	NO	YES	0.310	13493.917	0	NO	
P78404	R-1,13.5	430 Sioux Drive	YES	YES	0.387	16872.006	0	NO	
P83127	R-1,13.5	402 N Waugh Road	NO	YES	0.303	13198.053	0	NO	
P78405	R-1,13.5	420 Sioux Drive	YES	YES	0.422	18362.196	0	NO	
P81289	R-1,13.5	3915 Ridge Way	NO	YES	0.310	13496.575	0	NO	
P83126	R-1,13.5	330 N Waugh Road	NO	YES	0.303	13194.768	0	NO	
P81288	R-1,13.5	3921 Ridge Way	NO	YES	0.310	13494.611	0	NO	
P83125	R-1,13.5	320 N Waugh Road	NO	YES	0.303	13191.483	0	NO	
P81287	R-1,13.5	4001 Ridge Way	NO	YES	0.310	13492.648	0	NO	
P78103	R-1,13.5	320 Sioux Drive	YES	YES	0.415	18090.682	0	NO	
P27092	R-1,13.5	3612 Shoshone Drive	NO	YES	0.309	13463.946	0	NO	
P27093	R-1,13.5	3624 Shoshone Drive	NO	YES	0.310	13491.670	0	NO	
P83124	R-1,13.5	310 N Waugh Road	NO	YES	0.303	13200.696	0	NO	
P78102	R-1,13.5	310 Sioux Drive	YES	YES	0.389	16942.210	0	NO	
P81283	R-1,13.5	222 N Waugh Road	NO	YES	0.306	13332.732	0	NO	
P81282	R-1,13.5	214 N Waugh Road	NO	YES	0.303	13211.737	0	NO	
P81281	R-1,13.5	208 N Waugh Road	NO	YES	0.303	13208.437	0	NO	
P100772	R-1,13.5	120 Cedarwood Place	NO	YES	0.308	13416.734	0	NO	
P81280	R-1,13.5	202 N Waugh Road	NO	YES	0.303	13205.137	0	NO	
P100775	R-1,13.5	4303 Cedarwood Court	NO	YES	0.309	13472.156	0	NO	
P81279	R-1,13.5	122 N Waugh Road	NO	YES	0.303	13201.837	0	NO	
P81277	R-1,13.5	114 N Waugh Road	NO	YES	0.303	13198.537	0	NO	
	R-1,13.5		NO	NO	0.040	1750.694	0	NO	
	R-1,13.5		NO	NO	0.297	12928.015	0	NO	
	R-1,13.5		NO	NO	0.017	719.947	0	NO	
P83250	R-1,13.5		NO	NO	0.156	6795.898	0	NO	
P78141	R-1,13.5	818 Upland Drive	NO	YES	0.310	13501.095	1	NO	
P83151	R-1,13.5	617 N Waugh Road	NO	YES	0.310	13500.641	1	NO	
P83152	R-1,13.5	611 N Waugh Road	NO	YES	0.310	13500.891	1	NO	
P83153	R-1,13.5	607 N Waugh Road	NO	YES	0.310	13501.142	1	NO	
P78142	R-1,13.5	810 Upland Drive	NO	YES	0.310	13501.663	2	NO	
P78143	R-1,13.5	800 Upland Drive	NO	YES	0.310	13502.221	2	NO	
P104181	R-1,13.5	3724 Broadway Street	NO	YES	0.310	13502.595	3	NO	
P81326	R-1,13.5	109 N 39Th Place	NO	YES	0.310	13503.941	4	NO	
P80925	R-1,13.5	808 Mohican Place	NO	YES	0.310	13505.540	6	NO	
P81328	R-1,13.5	102 N 38Th Place	NO	YES	0.310	13505.630	6	NO	
P104239	R-1,13.5	3518 Broadway Street	NO	YES	0.310	13508.242	8	NO	
P104258	R-1,13.5	3509 Broadway Street	NO	YES	0.310	13509.441	9	NO	

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P104251	R-1,13.5	3611 Broadway Street	NO	YES	0.310	13509.270	9	NO	
P104250	R-1,13.5	3617 Broadway Street	NO	YES	0.310	13510.389	10	NO	
P104249	R-1,13.5	3625 Broadway Street	NO	YES	0.310	13510.306	10	NO	
P104247	R-1,13.5	3705 Broadway Street	NO	YES	0.310	13510.398	10	NO	
P104198	R-1,13.5	918 S 38Th Place	NO	YES	0.310	13509.576	10	NO	
P104246	R-1,13.5	3710 Broadway Street	NO	YES	0.310	13510.085	10	NO	
P104245	R-1,13.5	3628 Broadway Street	NO	YES	0.310	13510.085	10	NO	
P104244	R-1,13.5	3620 E Broadway Street	NO	YES	0.310	13510.085	10	NO	
P104240	R-1,13.5	3528 Broadway Street	NO	YES	0.310	13510.025	10	NO	
P104237	R-1,13.5	3420 E Broadway Street	NO	YES	0.310	13509.957	10	NO	
P83620	R-1,13.5	624 Lilac Drive	NO	YES	0.310	13510.248	10	NO	
P81327	R-1,13.5	105 N 39Th Place	NO	YES	0.310	13510.151	10	NO	
P104238	R-1,13.5	3508 Broadway Street	NO	YES	0.310	13510.676	11	NO	
P104206	R-1,13.5	514 S 39Th Place	NO	YES	0.310	13512.605	13	NO	
P80917	R-1,13.5	2932 E Fir Street	NO	YES	0.310	13514.144	14	NO	
P83950	R-1,13.5	507 S Waugh Road	NO	YES	0.310	13515.029	15	NO	
P80926	R-1,13.5	807 Mohican Place	NO	YES	0.310	13514.839	15	NO	
P78145	R-1,13.5	714 Upland Drive	NO	YES	0.310	13518.894	19	NO	
P104205	R-1,13.5	3904 E Broadway Street	NO	YES	0.310	13519.802	20	NO	
P83631	R-1,13.5	806 Lilac Drive	NO	YES	0.310	13521.097	21	NO	
P83249	R-1,13.5	4010 Moody Place	NO	YES	0.310	13522.124	22	NO	
P104255	R-1,13.5	3603 Broadway Street	NO	YES	0.310	13522.099	22	NO	
P83632	R-1,13.5	814 Lilac Drive	NO	YES	0.310	13523.510	24	NO	
P80931	R-1,13.5	2802 Cherokee Lane	NO	YES	0.311	13525.619	26	NO	
P83633	R-1,13.5	822 Lilac Drive	NO	YES	0.311	13528.177	28	NO	
P107400	R-1,13.5	3924 E Division Street	NO	YES	0.311	13529.494	29	NO	
P100782	R-1,13.5	4308 Cedarwood Court	NO	YES	0.311	13529.594	30	NO	
P79436	R-1,13.5	917 Tomahawk Place	NO	YES	0.311	13532.728	33	NO	
P83630	R-1,13.5	330 Rose Court	NO	YES	0.311	13533.236	33	NO	
P80916	R-1,13.5	2888 E Fir Street	NO	YES	0.311	13536.366	36	NO	
P78162	R-1,13.5	2716 Iroquois Drive	NO	YES	0.311	13535.576	36	NO	
P107389	R-1,13.5	201 S 38Th Place	NO	YES	0.311	13540.357	40	NO	
P80922	R-1,13.5	2907 Cherokee Lane	NO	YES	0.311	13540.465	40	NO	
P105893	R-1,13.5	3815 Ridge Court	NO	YES	0.311	13542.263	42	NO	
P81285	R-1,13.5	4017 Ridge Way	NO	YES	0.311	13544.081	44	NO	
P81318	R-1,13.5	104 N 39Th Place	NO	YES	0.311	13546.386	46	NO	
P100783	R-1,13.5	4302 Cedarwood Court	NO	YES	0.311	13546.855	47	NO	
P81290	R-1,13.5	322 Rose Court	NO	YES	0.311	13548.397	48	NO	
P80923	R-1,13.5	804 Mohican Place	NO	YES	0.311	13549.044	49	NO	
P107390	R-1,13.5	209 S 38Th Place	NO	YES	0.311	13549.596	50	NO	
P95758	R-1,13.5	3912 Montgomery Court	NO	YES	0.311	13550.227	50	NO	
P27129	R-1,13.5	719 N 30Th Street	NO	YES	0.311	13550.982	51	NO	
P80915	R-1,13.5	2904 E Fir Street	NO	YES	0.311	13551.929	52	NO	
P81336	R-1,13.5	103 N 38Th Place	NO	YES	0.311	13552.596	53	NO	
P104259	R-1,13.5	3501 Broadway Street	NO	YES	0.311	13553.572	54	NO	
P81322	R-1,13.5	124 N 39Th Place	NO	YES	0.311	13554.895	55	NO	
P78156	R-1,13.5	610 Upland Drive	NO	YES	0.311	13559.149	59	NO	
P78152	R-1,13.5	2730 Comanche Drive	NO	YES	0.311	13559.655	60	NO	
P78154	R-1,13.5	2710 Comanche Drive	NO	YES	0.311	13561.834	62	NO	
P78153	R-1,13.5	2720 Comanche Drive	NO	YES	0.311	13561.833	62	NO	
P80927	R-1,13.5	805 Mohican Place	NO	YES	0.311	13565.725	66	NO	
P104215	R-1,13.5	418 S 39Th Place	NO	YES	0.311	13566.775	67	NO	
P105909	R-1,13.5	225 S 38Th Place	NO	YES	0.312	13578.150	78	NO	
P83948	R-1,13.5	429 S Waugh Road	NO	YES	0.312	13578.901	79	NO	
P81302	R-1,13.5	3904 Ridge Way	NO	YES	0.312	13583.409	83	NO	
P81303	R-1,13.5	3914 Ridge Way	NO	YES	0.312	13583.409	83	NO	
P81304	R-1,13.5	3920 Ridge Way	NO	YES	0.312	13583.409	83	NO	
P81305	R-1,13.5	4002 Ridge Way	NO	YES	0.312	13583.409	83	NO	
P78148	R-1,13.5	2701 Comanche Drive	NO	YES	0.312	13586.684	87	NO	
P104211	R-1,13.5	426 S 39Th Place	NO	YES	0.312	13590.405	90	NO	
P104219	R-1,13.5	515 S 39Th Place	NO	YES	0.312	13590.585	91	NO	
P105910	R-1,13.5	305 S 38Th Place	NO	YES	0.312	13594.209	94	NO	
P83253	R-1,13.5	220 S Waugh Road	NO	YES	0.312	13596.521	97	NO	
P104236	R-1,13.5	3410 Broadway Street	NO	YES	0.312	13600.915	101	NO	
P105911	R-1,13.5	313 S 38Th Place	NO	YES	0.312	13602.184	102	NO	
P95755	R-1,13.5	4015 Broadway Street	NO	YES	0.312	13603.725	104	NO	
P104202	R-1,13.5	3816 Broadway Street	NO	YES	0.312	13609.308	109	NO	
P104204	R-1,13.5	3826 Broadway Street	NO	YES	0.313	13612.700	113	NO	
P104190	R-1,13.5	1022 S 38Th Place	NO	YES	0.313	13612.547	113	NO	
P83134	R-1,13.5	604 N Waugh Road	NO	YES	0.313	13615.760	116	NO	
P83928	R-1,13.5	4007 Montgomery Place	NO	YES	0.313	13620.225	120	NO	
P83932	R-1,13.5	3927 Montgomery Court	NO	YES	0.313	13620.450	120	NO	
P83943	R-1,13.5	301 S Waugh Road	NO	YES	0.313	13619.800	120	NO	
P83242	R-1,13.5	115 S Waugh Road	NO	YES	0.313	13620.944	121	NO	
P79433	R-1,13.5	918 Apache Drive	NO	YES	0.313	13624.350	124	NO	
P81286	R-1,13.5	4007 Ridge Way	NO	YES	0.313	13625.247	125	NO	
P100766	R-1,13.5	117 Cedarwood Place	NO	YES	0.313	13624.834	125	NO	

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P83245	R-1,13.5	4015 Moody Place	NO	YES	0.313	13625.628	126	NO	
P27125	R-1,13.5	2902 Cherokee Lane	NO	YES	0.313	13638.582	139	NO	
P27131	R-1,13.5	2910 Cherokee Lane	NO	YES	0.313	13638.575	139	NO	
P78146	R-1,13.5	708 Upland Drive	NO	YES	0.313	13639.076	139	NO	
P105897	R-1,13.5	3808 Carpenter Street	NO	YES	0.313	13642.364	142	NO	
P95646	R-1,13.5	622 Honeysuckle Drive	NO	YES	0.313	13644.231	144	NO	
P119604	R-1,13.5		YES	NO	0.122	5299.404	145	NO	
P81329	R-1,13.5	108 N 38Th Place	NO	YES	0.313	13648.809	149	NO	
P83941	R-1,13.5	3924 Montgomery Court	NO	YES	0.313	13650.431	150	NO	
P83940	R-1,13.5	3922 Montgomery Court	NO	YES	0.313	13650.417	150	NO	
P104256	R-1,13.5	3527 Broadway Street	NO	YES	0.313	13649.955	150	NO	
P67493	R-1,13.5	4826 MONTE VISTA PLACE	YES	YES	0.406	17699.099	150	NO	
P81311	R-1,13.5	125 N Waugh Road	NO	YES	0.313	13649.883	150	NO	
P105914	R-1,13.5	403 S 38Th Place	NO	YES	0.313	13651.961	152	NO	
P105912	R-1,13.5	321 S 38Th Place	NO	YES	0.313	13653.495	153	NO	
P83938	R-1,13.5	3918 Montgomery Court	NO	YES	0.314	13660.525	161	NO	
P95760	R-1,13.5	4224 Montgomery Place	NO	YES	0.314	13664.063	164	NO	
P105888	R-1,13.5	3820 Ridge Court	NO	YES	0.314	13666.713	167	NO	
P95650	R-1,13.5	315 Lilac Drive	NO	YES	0.314	13668.527	169	NO	
P78151	R-1,13.5	2731 Comanche Drive	NO	YES	0.314	13669.430	169	NO	
P83936	R-1,13.5	3919 Montgomery Court	NO	YES	0.314	13670.307	170	NO	
P105890	R-1,13.5	3828 Ridge Court	NO	YES	0.314	13671.191	171	NO	
P107270	R-1,13.5		YES	NO	0.348	15141.787	175	NO	
P95621	R-1,13.5	4019 Wildflower Court	NO	YES	0.314	13676.380	176	NO	
P105898	R-1,13.5	3814 Carpenter Street	NO	YES	0.314	13678.624	179	NO	
P79423	R-1,13.5	3615 Apache Drive	NO	YES	0.314	13679.154	179	NO	
P81335	R-1,13.5	109 N 38Th Place	NO	YES	0.314	13679.125	179	NO	
P78150	R-1,13.5	2721 Comanche Drive	NO	YES	0.314	13685.377	185	NO	
P81319	R-1,13.5	108 N 39Th Place	NO	YES	0.314	13686.044	186	NO	
P83643	R-1,13.5	419 Rose Court	NO	YES	0.314	13690.448	190	NO	
P95757	R-1,13.5	3914 Montgomery Court	NO	YES	0.314	13691.252	191	NO	
P81310	R-1,13.5	4024 Ridge Way	NO	YES	0.314	13693.203	193	NO	
P104186	R-1,13.5	1019 S 38Th Place	NO	YES	0.314	13693.990	194	NO	
P78149	R-1,13.5	2711 Comanche Drive	NO	YES	0.314	13699.194	199	NO	
P105917	R-1,13.5	425 38Th Place	NO	YES	0.315	13700.204	200	NO	
P79424	R-1,13.5	3607 Apache Drive	NO	YES	0.315	13713.597	214	NO	
P105901	R-1,13.5	3825 Carpenter Street	NO	YES	0.315	13723.920	224	NO	
P83939	R-1,13.5	3920 Montgomery Court	NO	YES	0.315	13729.787	230	NO	
P83946	R-1,13.5	413 S Waugh Road	NO	YES	0.315	13730.394	230	NO	
P79425	R-1,13.5	1011 Apache Drive	NO	YES	0.315	13732.486	232	NO	
P83651	R-1,13.5	519 Columbine Court	NO	YES	0.315	13734.103	234	NO	
P83947	R-1,13.5	421 S Waugh Road	NO	YES	0.315	13735.495	235	NO	
P83244	R-1,13.5	4025 Moody Place	NO	YES	0.315	13737.082	237	NO	
P83967	R-1,13.5	4219 Montgomery Place	NO	YES	0.315	13738.680	239	NO	
P81315	R-1,13.5	4008 Creek Place	NO	YES	0.316	13743.453	243	NO	
P81306	R-1,13.5	4006 Ridge Way	NO	YES	0.316	13746.475	246	NO	
P79448	R-1,13.5	3605 E Fir Street	NO	YES	0.316	13748.001	248	NO	
P79447	R-1,13.5	3611 Fir Street	NO	YES	0.316	13748.366	248	NO	
P79446	R-1,13.5	3703 E Fir Street	NO	YES	0.316	13748.731	249	NO	
P79445	R-1,13.5	3709 E Fir Street	NO	YES	0.316	13748.915	249	NO	
P27127	R-1,13.5	2810 Cherokee Lane	NO	YES	0.316	13750.744	251	NO	
P83942	R-1,13.5	4004 Montgomery Place	NO	YES	0.316	13753.835	254	NO	
P105891	R-1,13.5	3825 Ridge Court	NO	YES	0.316	13760.980	261	NO	
P95651	R-1,13.5	1402 ROOSEVELT	NO	YES	0.316	13767.919	268	NO	
P79439	R-1,13.5	918 Tomahawk Place	NO	YES	0.316	13771.788	272	NO	
P81300	R-1,13.5	3818 Ridge Way	NO	YES	0.316	13776.111	276	NO	
P95746	R-1,13.5	4311 Apache Drive	NO	YES	0.316	13781.859	282	NO	
P100760	R-1,13.5	105 Cedarwood Place	NO	YES	0.316	13782.084	282	NO	
P27126	R-1,13.5	2820 Cherokee Lane	NO	YES	0.316	13784.301	284	NO	
P81316	R-1,13.5	4014 Creek Place	NO	YES	0.316	13783.706	284	NO	
P100761	R-1,13.5	107 Cedarwood Place	NO	YES	0.316	13785.138	285	NO	
P100759	R-1,13.5	103 Cedarwood Place	NO	YES	0.316	13784.849	285	NO	
P83243	R-1,13.5	125 S Waugh Road	NO	YES	0.317	13790.354	290	NO	
P95756	R-1,13.5	3911 Montgomery Court	NO	YES	0.317	13789.552	290	NO	
P83160	R-1,13.5	415 N Waugh Road	NO	YES	0.317	13793.710	294	NO	
P100776	R-1,13.5	4311 Cedarwood Court	NO	YES	0.317	13793.925	294	NO	
P107388	R-1,13.5	117 S 38Th Place	NO	YES	0.317	13794.702	295	NO	
P83927	R-1,13.5	4009 Montgomery Court	NO	YES	0.317	13800.275	300	NO	
P104225	R-1,13.5	3721 E Broadway Street	NO	YES	0.317	13807.918	308	NO	
P83960	R-1,13.5	4204 Montgomery Place	NO	YES	0.317	13811.141	311	NO	
P105900	R-1,13.5	3822 E Carpenter Street	NO	YES	0.317	13817.731	318	NO	
P83961	R-1,13.5	4210 Montgomery Place	NO	YES	0.317	13819.273	319	NO	
P79426	R-1,13.5	1005 Apache Drive	NO	YES	0.317	13818.785	319	NO	
P83616	R-1,13.5	610 Lilac Drive	NO	YES	0.317	13821.096	321	NO	
P81334	R-1,13.5	115 N 38Th Place	NO	YES	0.317	13825.424	325	NO	
P83653	R-1,13.5	611 Lilac Drive	NO	YES	0.317	13830.278	330	NO	
P95668	R-1,13.5	520 Lilac Drive	NO	YES	0.318	13832.181	332	NO	

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P95644	R-1,13.5	610 Honeysuckle Drive	NO	YES	0.318	13846.992	347	NO	
P100765	R-1,13.5	115 Cedarwood Place	NO	YES	0.318	13848.436	348	NO	
P100762	R-1,13.5	109 Cedarwood Place	NO	YES	0.318	13852.155	352	NO	
P27130	R-1,13.5	725 N 30Th Street	NO	YES	0.318	13861.568	362	NO	
P95649	R-1,13.5	702 Honeysuckle Drive	NO	YES	0.318	13866.618	367	NO	
P78144	R-1,13.5	724 Upland Drive	NO	YES	0.318	13870.262	370	NO	
P79435	R-1,13.5	3612 Apache Drive	NO	YES	0.319	13899.178	399	NO	
P83621	R-1,13.5	411 Columbine Court	NO	YES	0.319	13906.142	406	NO	
P81317	R-1,13.5	4020 Creek Place	NO	YES	0.319	13906.152	406	NO	
P83645	R-1,13.5	707 Lilac Drive	NO	YES	0.319	13911.511	412	NO	
P81309	R-1,13.5	4020 Ridge Way	NO	YES	0.319	13911.996	412	NO	
P83959	R-1,13.5	302 S Waugh Road	NO	YES	0.320	13931.487	431	NO	
P25523	R-1,13.5	1103 N Waugh Road	NO	YES	0.320	13931.776	432	NO	
P83951	R-1,13.5	529 S Waugh Road	NO	YES	0.320	13933.768	434	NO	
P83139	R-1,13.5	630 N Waugh Road	NO	YES	0.320	13950.000	450	NO	
P83138	R-1,13.5	624 N Waugh Road	NO	YES	0.320	13950.000	450	NO	
P83137	R-1,13.5	620 N Waugh Road	NO	YES	0.320	13950.000	450	NO	
P83136	R-1,13.5	614 N Waugh Road	NO	YES	0.320	13950.000	450	NO	
P80928	R-1,13.5	801 Mohican Place	NO	YES	0.320	13957.178	457	NO	
P83642	R-1,13.5	427 Rose Court	NO	YES	0.321	13963.994	464	NO	
P83135	R-1,13.5	610 N Waugh Road	NO	YES	0.321	13968.302	468	NO	
P105887	R-1,13.5	3816 Ridge Court	NO	YES	0.321	13977.027	477	NO	
P100773	R-1,13.5	118 Cedarwood Place	NO	YES	0.321	13979.147	479	NO	
P104183	R-1,13.5	909 S 38Th Place	NO	YES	0.321	13982.264	482	NO	
P81301	R-1,13.5	3826 Ridge Way	NO	YES	0.321	13982.471	482	NO	
P107401	R-1,13.5	3817 Moody Court	NO	YES	0.321	13993.195	493	NO	
P83628	R-1,13.5	716 Lilac Drive	NO	YES	0.321	13999.916	500	NO	
P83650	R-1,13.5	520 Columbine Court	NO	YES	0.321	14000.704	501	NO	
P81299	R-1,13.5	3812 Ridge Way	NO	YES	0.322	14005.676	506	NO	
P104184	R-1,13.5	919 S 38Th Place	NO	YES	0.322	14008.722	509	NO	
P83963	R-1,13.5	4220 Montgomery Place	NO	YES	0.322	14013.702	514	NO	
P80929	R-1,13.5	2809 Cherokee Lane	NO	YES	0.322	14017.318	517	NO	
P95642	R-1,13.5	613 Honeysuckle Drive	NO	YES	0.322	14017.788	518	NO	
P95620	R-1,13.5	719 Honeysuckle Drive	NO	YES	0.322	14031.508	532	NO	
P67485	R-1,13.5	4624 Monte Vista Drive	YES	YES	0.334	14567.715	540	NO	
P83652	R-1,13.5	621 Lilac Drive	NO	YES	0.322	14047.023	547	NO	
P83962	R-1,13.5	4218 Montgomery Place	NO	YES	0.323	14085.839	586	NO	
P79438	R-1,13.5	912 Tomahawk Place	NO	YES	0.323	14088.348	588	NO	
P107391	R-1,13.5	3804 Moody Court	NO	YES	0.324	14097.421	597	NO	
P105881	R-1,13.5	506 S 38Th Place	NO	YES	0.324	14105.185	605	NO	
P104192	R-1,13.5	1014 S 38Th Place	NO	YES	0.324	14105.731	606	NO	
P105895	R-1,13.5	3803 Ridge Court	NO	YES	0.324	14110.501	611	NO	
P83966	R-1,13.5	4221 Montgomery Place	NO	YES	0.324	14112.184	612	NO	
P105885	R-1,13.5	410 S 38Th Place	NO	YES	0.324	14115.151	615	NO	
P83149	R-1,13.5	627 N Waugh Road	NO	YES	0.324	14116.335	616	NO	
P83131	R-1,13.5		NO	NO	0.014	619.249	619	NO	
P107398	R-1,13.5	3805 Moody Court	NO	YES	0.324	14135.094	635	NO	
P83937	R-1,13.5	3917 Montgomery Court	NO	YES	0.325	14155.366	655	NO	
P79437	R-1,13.5	911 Tomahawk Place	NO	YES	0.325	14158.242	658	NO	
P104182	R-1,13.5	903 S 38Th Place	NO	YES	0.325	14174.039	674	NO	
P95747	R-1,13.5	4315 Apache Drive	NO	YES	0.325	14174.370	674	NO	
P78155	R-1,13.5	2700 Comanche Drive	NO	YES	0.325	14175.756	676	NO	
P105907	R-1,13.5	220 S 38Th Place	NO	YES	0.326	14193.451	693	NO	
P67490	R-1,13.5	4806 MONTE VISTA PLACE	YES	YES	0.422	18390.711	706	NO	
P79428	R-1,13.5	909 Apache Drive	NO	YES	0.327	14224.543	725	NO	
P100781	R-1,13.5	4314 Cedarwood Court	NO	YES	0.327	14225.233	725	NO	
P79434	R-1,13.5	1008 Apache Drive	NO	YES	0.327	14229.897	730	NO	
P104224	R-1,13.5	3729 Broadway Street	NO	YES	0.327	14235.258	735	NO	
P100777	R-1,13.5	4317 Cedarwood Court	NO	YES	0.327	14261.451	761	NO	
P105896	R-1,13.5	3802 Carpenter Street	NO	YES	0.328	14266.120	766	NO	
P83972	R-1,13.5	4209 Montgomery Place	NO	YES	0.328	14274.013	774	NO	
P83640	R-1,13.5	432 Rose Court	NO	YES	0.328	14288.502	789	NO	
P53330	R-1,13.5	2503 Alison Avenue	NO	YES	0.328	14307.875	808	NO	
P53331	R-1,13.5	2407 Alison Avenue	NO	YES	0.329	14315.125	815	NO	
P78398	R-1,13.5		YES	NO	0.032	1392.040	864	NO	
P79429	R-1,13.5	905 Apache Drive	NO	YES	0.330	14375.452	875	NO	
P53320	R-1,13.5	2410 Alison Avenue	NO	YES	0.331	14400.426	900	NO	
P83157	R-1,13.5	515 N Waugh Road	NO	YES	0.331	14401.456	901	NO	
P95645	R-1,13.5	616 Honeysuckle Drive	NO	YES	0.331	14407.705	908	NO	
P81291	R-1,13.5	325 Rose Court	NO	YES	0.331	14431.498	931	NO	
P104196	R-1,13.5	924 S 38Th Place	NO	YES	0.332	14449.347	949	NO	
P83141	R-1,13.5	710 N Waugh Road	NO	YES	0.332	14454.125	954	NO	
P83619	R-1,13.5	618 Lilac Lane	NO	YES	0.332	14457.383	957	NO	
P27116	R-1,13.5	814 N 30Th Street	NO	YES	0.332	14477.729	978	NO	
P81330	R-1,13.5	114 N 38Th Place	NO	YES	0.332	14482.136	982	NO	
P79427	R-1,13.5	1001 Apache Drive	NO	YES	0.333	14483.947	984	NO	
P83974	R-1,13.5	4205 Montgomery Place	NO	YES	0.333	14486.357	986	NO	

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P104222	R-1,13.5	3803 E Broadway Street	NO	YES	0.333	14495.876	996	NO	
P100780	R-1,13.5	4320 Cedarwood Court	NO	YES	0.333	14501.154	1001	NO	
P27113	R-1,13.5	3010 E Fir Street	NO	YES	0.333	14505.524	1006	NO	
P104217	R-1,13.5	425 S 39Th Place	NO	YES	0.334	14538.954	1039	NO	
P83944	R-1,13.5	329 S Waugh Road	NO	YES	0.334	14545.537	1046	NO	
P117999	R-1,13.5	512 Shady Lane	NO	NO	0.061	2673.416	1048	NO	
P117999	R-1,13.5	512 Shady Lane	YES	NO	0.972	42331.525	1048	NO	
P83635	R-1,13.5	821 Lilac Drive	NO	YES	0.334	14561.339	1061	NO	
P83629	R-1,13.5	333 Rose Court	NO	YES	0.334	14570.680	1071	NO	
P83140	R-1,13.5	634 N Waugh Road	NO	YES	0.335	14590.859	1091	NO	
P104201	R-1,13.5	3806 Broadway Street	NO	YES	0.335	14595.596	1096	NO	
P83158	R-1,13.5	435 N Waugh Road	NO	YES	0.335	14601.675	1102	NO	
P83969	R-1,13.5	4215 Montgomery Place	NO	YES	0.335	14608.641	1109	NO	
P78166	R-1,13.5	601 Iroquois Drive	NO	YES	0.336	14618.278	1118	NO	
P95762	R-1,13.5	4225 Broadway Street	NO	YES	0.336	14620.738	1121	NO	
P83970	R-1,13.5	4213 Montgomery Place	NO	YES	0.336	14628.194	1128	NO	
P83627	R-1,13.5	708 Lilac Drive	YES	YES	0.347	15134.265	1141	NO	
P83975	R-1,13.5	4203 Montgomery Place	NO	YES	0.336	14642.745	1143	NO	
P67486	R-1,13.5	4612 Monte Vista Drive	NO	YES	0.336	14656.757	1157	NO	
P83636	R-1,13.5	813 Lilac Drive	NO	YES	0.337	14674.375	1174	NO	
P104200	R-1,13.5	910 S 38Th Place	NO	YES	0.337	14677.223	1177	NO	
P100779	R-1,13.5	4326 Cedarwood Court	NO	YES	0.337	14678.968	1179	NO	
P81298	R-1,13.5	3806 Ridge Way	NO	YES	0.338	14702.944	1203	NO	
P83953	R-1,13.5	506 S Waugh Road	NO	YES	0.338	14738.282	1238	NO	
P81276	R-1,13.5	106 N Waugh Road	NO	YES	0.338	14737.795	1238	NO	
P83159	R-1,13.5	425 N Waugh Road	NO	YES	0.338	14743.052	1243	NO	
P83954	R-1,13.5	428 S Waugh Road	NO	YES	0.339	14762.982	1263	NO	
P95754	R-1,13.5	3915 Montgomery Court	NO	YES	0.339	14765.536	1266	NO	
P83156	R-1,13.5	525 N Waugh Road	NO	YES	0.339	14771.511	1272	NO	
P107402	R-1,13.5	3821 Moody Court	NO	YES	0.340	14800.774	1301	NO	
P52528	R-1,13.5	2001 Windsor Drive	YES	YES	0.482	20999.566	1308	NO	
P83968	R-1,13.5	4217 Montgomery Place	NO	YES	0.340	14816.261	1316	NO	
P83956	R-1,13.5	416 S Waugh Road	NO	YES	0.340	14825.537	1326	NO	
P83155	R-1,13.5	535 N Waugh Road	NO	YES	0.341	14842.953	1343	NO	
P83957	R-1,13.5	404 S Waugh Road	NO	YES	0.341	14869.050	1369	NO	
P78108	R-1,13.5	510 Shoshone Drive	NO	YES	0.343	14931.198	1431	NO	
P78107	R-1,13.5	500 Shoshone Drive	NO	YES	0.343	14949.154	1449	NO	
P78106	R-1,13.5	430 Shoshone Drive	NO	YES	0.343	14949.154	1449	NO	
P83637	R-1,13.5	412 Rose Court	NO	YES	0.343	14962.335	1462	NO	
P81284	R-1,13.5	233 N Waugh Road	NO	YES	0.343	14962.622	1463	NO	
P95624	R-1,13.5	4008 Wildflower Court	NO	YES	0.344	14986.599	1487	NO	
P78394	R-1,13.5	431 Sioux Drive	NO	YES	0.344	15006.054	1506	NO	
P83634	R-1,13.5	828 Lilac Drive	NO	YES	0.345	15032.801	1533	NO	
P78395	R-1,13.5	433 Sioux Drive	NO	YES	0.346	15056.193	1556	NO	
P83615	R-1,13.5	606 Lilac Drive	NO	YES	0.346	15072.963	1573	NO	
P104193	R-1,13.5	1010 S 38Th Place	NO	YES	0.347	15096.715	1597	NO	
P78396	R-1,13.5	501 Sioux Drive	NO	YES	0.347	15106.332	1606	NO	
P83958	R-1,13.5	330 S Waugh Road	NO	YES	0.347	15111.712	1612	NO	
P83128	R-1,13.5	4112 Lupine Drive	NO	YES	0.348	15158.546	1659	NO	
P104221	R-1,13.5	3813 E Broadway Street	NO	YES	0.348	15163.086	1663	NO	
P83952	R-1,13.5	4211 Broadway Street	NO	YES	0.349	15189.910	1690	NO	
P83148	R-1,13.5	635 N Waugh Road	NO	YES	0.349	15197.063	1697	NO	
P83624	R-1,13.5	414 Columbine Court	NO	YES	0.350	15237.332	1737	NO	
P81313	R-1,13.5	4005 Creek Place	NO	YES	0.351	15272.434	1772	NO	
P78081	R-1,13.5	3420 Mohawk Drive	NO	YES	0.351	15289.953	1790	NO	
P119605	R-1,13.5		YES	NO	0.115	5023.014	1798	NO	
P78173	R-1,13.5	715 Upland Drive	NO	YES	0.353	15378.964	1879	NO	
P54480	R-1,13.5	3400 Apache Drive	YES	YES	0.641	27912.137	1894	NO	
P100767	R-1,13.5	119 Cedarwood Place	NO	YES	0.354	15410.224	1910	NO	
P78172	R-1,13.5	709 Upland Drive	NO	YES	0.354	15419.707	1920	NO	
P81297	R-1,13.5	3800 Ridge Way	NO	YES	0.354	15421.531	1922	NO	
P83964	R-1,13.5	4222 Montgomery Place	NO	YES	0.354	15429.470	1929	NO	
P100758	R-1,13.5	101 Cedarwood Place	NO	YES	0.354	15432.768	1933	NO	
P107394	R-1,13.5	3820 Moody Court	NO	YES	0.354	15437.746	1938	NO	
P78082	R-1,13.5	3410 Mohawk Drive	NO	YES	0.356	15525.000	2025	NO	
P78167	R-1,13.5	603 Iroquois Drive	NO	YES	0.357	15558.985	2059	NO	
P83973	R-1,13.5	4207 Montgomery Place	NO	YES	0.357	15560.047	2060	NO	
P81307	R-1,13.5	4010 Ridge Way	NO	YES	0.357	15566.652	2067	NO	
P95643	R-1,13.5	604 Honeysuckle Drive	NO	YES	0.357	15572.667	2073	NO	
P104185	R-1,13.5	1009 S 38Th Place	NO	YES	0.358	15574.453	2074	NO	
P81323	R-1,13.5	125 N 39Th Place	YES	YES	0.369	16078.379	2089	NO	
P100770	R-1,13.5	124 Cedarwood Place	NO	YES	0.359	15656.325	2156	NO	
P100787	R-1,13.5	3700 Shoshone Drive	YES	YES	0.414	18047.777	2161	NO	
P83248	R-1,13.5	4006 Moody Place	NO	YES	0.360	15668.553	2169	NO	
P52525	R-1,13.5	1906 Windsor Drive	NO	YES	0.360	15695.532	2196	NO	
P83133	R-1,13.5	601 Honeysuckle Drive	NO	YES	0.361	15717.395	2217	NO	
P67505	R-1,13.5	4924 Monte Vista Place	NO	YES	0.361	15746.447	2246	NO	

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P83129	R-1,13.5	430 N Waugh Road	NO	YES	0.362	15748.998	2249	NO	
P27134	R-1,13.5	2608 E Fir Street	YES	YES	1.185	51598.436	2252	NO	
P53337	R-1,13.5	2331 Alison Avenue	NO	YES	0.362	15766.512	2267	NO	
P95761	R-1,13.5	4226 Montgomery Place	NO	YES	0.362	15770.024	2270	NO	
P83622	R-1,13.5	419 Columbine Court	NO	YES	0.362	15790.388	2290	NO	
P27085	R-1,13.5		NO	NO	0.053	2295.091	2295	NO	
P83929	R-1,13.5	4003 Montgomery Court	NO	YES	0.363	15807.223	2307	NO	
P104194	R-1,13.5	1006 S 38Th Place	NO	YES	0.364	15866.861	2367	NO	
P81320	R-1,13.5	112 N 39Th Place	NO	YES	0.365	15893.008	2393	NO	
P81294	R-1,13.5	3809 Ridge Way	NO	YES	0.365	15909.754	2410	NO	
P27109	R-1,13.5	3320 Mohawk Drive	NO	YES	0.366	15949.081	2449	NO	
P95628	R-1,13.5	625 Honeysuckle Drive	NO	YES	0.366	15963.401	2463	NO	
P27055	R-1,13.5	822 Elliott Place	NO	YES	0.367	15999.173	2499	NO	
P83623	R-1,13.5	422 Columbine Court	NO	YES	0.367	15999.227	2499	NO	
P119361	R-1,13.5		YES	NO	0.249	10849.828	2534	NO	
P27056	R-1,13.5	823 Addison Place	NO	YES	0.368	16035.317	2535	NO	
P78105	R-1,13.5	420 Shoshone Drive	NO	YES	0.369	16067.254	2567	NO	
P79431	R-1,13.5	3515 E Fir Street	NO	YES	0.370	16116.180	2616	NO	
P95667	R-1,13.5	508 Lilac Drive	NO	YES	0.370	16134.005	2634	NO	
P95626	R-1,13.5	629 Honeysuckle Drive	NO	YES	0.370	16135.425	2635	NO	
P107397	R-1,13.5	3813 Moody Court	NO	YES	0.371	16182.363	2682	NO	
P54545	R-1,13.5	2903 Iroquois Drive	NO	YES	0.372	16182.712	2683	NO	
P54544	R-1,13.5	2901 Iroquois Drive	NO	YES	0.372	16182.714	2683	NO	
P54543	R-1,13.5	2911 Iroquois Drive	NO	YES	0.372	16182.716	2683	NO	
P54546	R-1,13.5	2801 Iroquois Drive	NO	YES	0.372	16186.969	2687	NO	
P83638	R-1,13.5	422 Rose Court	NO	YES	0.372	16193.331	2693	NO	
P78087	R-1,13.5	431 Shoshone Drive	NO	YES	0.372	16194.320	2694	NO	
P78160	R-1,13.5	2730 Iroquois Drive	NO	YES	0.373	16236.153	2736	NO	
P54547	R-1,13.5	2800 Iroquois Drive	NO	YES	0.373	16244.350	2744	NO	
P107387	R-1,13.5	109 S 38Th Place	NO	YES	0.374	16271.040	2771	NO	
P54548	R-1,13.5	2810 Iroquois Drive	NO	YES	0.374	16276.798	2777	NO	
P54549	R-1,13.5	2900 Iroquois Drive	NO	YES	0.374	16278.498	2778	NO	
P54550	R-1,13.5	2910 Iroquois Drive	NO	YES	0.374	16280.199	2780	NO	
P83641	R-1,13.5		NO	YES	0.374	16290.008	2790	NO	
P54534	R-1,13.5	2810 Comanche Drive	NO	YES	0.374	16301.942	2802	NO	
P54535	R-1,13.5	2900 Comanche Drive	NO	YES	0.374	16301.940	2802	NO	
P54536	R-1,13.5	2910 Comanche Drive	NO	YES	0.374	16301.939	2802	NO	
P78171	R-1,13.5	701 Upland Drive	NO	YES	0.374	16312.974	2813	NO	
P54533	R-1,13.5	2800 Comanche Drive	NO	YES	0.375	16330.350	2830	NO	
P54529	R-1,13.5	2911 Comanche Drive	NO	YES	0.375	16354.674	2855	NO	
P54530	R-1,13.5	2901 Comanche Drive	NO	YES	0.376	16374.714	2875	NO	
P54531	R-1,13.5	2811 Comanche Drive	NO	YES	0.376	16394.754	2895	NO	
P67506	R-1,13.5	4922 Monte Vista Place	NO	YES	0.377	16430.788	2931	NO	
P54532	R-1,13.5	2801 Comanche Drive	NO	YES	0.378	16481.086	2981	NO	
P100769	R-1,13.5	123 Cedarwood Place	NO	YES	0.379	16512.794	3013	NO	
P27082	R-1,13.5		NO	NO	0.069	3013.743	3014	NO	
P95616	R-1,13.5	513 Lilac Drive	NO	YES	0.381	16574.755	3075	NO	
P27083	R-1,13.5		NO	NO	0.072	3142.987	3143	NO	
P27084	R-1,13.5		NO	NO	0.072	3147.435	3147	NO	
P27096	R-1,13.5	3605 Shoshone Drive	YES	YES	0.431	18790.446	3222	NO	
P79432	R-1,13.5	912 Apache Drive	NO	YES	0.384	16745.473	3245	NO	
P27091	R-1,13.5	3602 Shoshone Drive	YES	YES	0.464	20191.014	3254	NO	
P83931	R-1,13.5	3929 Montgomery Court	NO	YES	0.386	16799.852	3300	NO	
P78104	R-1,13.5	421 Sioux Drive	NO	YES	0.386	16817.787	3318	NO	
P83971	R-1,13.5	4211 Montgomery Place	NO	YES	0.387	16849.867	3350	NO	
P78085	R-1,13.5	511 Shoshone Drive	NO	YES	0.387	16852.150	3352	NO	
P78086	R-1,13.5	501 Shoshone Drive	NO	YES	0.387	16859.766	3360	NO	
P83247	R-1,13.5	4004 Moody Place	NO	YES	0.387	16868.752	3369	NO	
P104195	R-1,13.5	1002 S 38Th Place	NO	YES	0.387	16873.754	3374	NO	
P78099	R-1,13.5	120 Sioux Drive	NO	YES	0.387	16877.760	3378	NO	
P78100	R-1,13.5	210 Sioux Drive	NO	YES	0.388	16879.526	3380	NO	
P78101	R-1,13.5	220 Sioux Drive	NO	YES	0.388	16881.292	3381	NO	
P104187	R-1,13.5	1029 S 38Th Place	YES	YES	0.395	17197.196	3389	NO	
P53334	R-1,13.5		NO	NO	0.079	3428.926	3429	NO	
P67480	R-1,13.5	4528 Edgemont Place	NO	YES	0.389	16956.671	3457	NO	
P83161	R-1,13.5	401 N Waugh Road	NO	YES	0.390	16970.463	3470	NO	
P100768	R-1,13.5	121 Cedarwood Place	NO	YES	0.390	16987.380	3487	NO	
P100763	R-1,13.5	111 Cedarwood Place	NO	YES	0.390	16994.223	3494	NO	
P83246	R-1,13.5	4001 Moody Place	NO	YES	0.391	17021.068	3521	NO	
P81321	R-1,13.5	120 N 39Th Place	NO	YES	0.391	17044.095	3544	NO	
P104199	R-1,13.5	914 S 38Th Place	NO	YES	0.393	17110.603	3611	NO	
P83930	R-1,13.5	4001 Montgomery Court	NO	YES	0.393	17112.970	3613	NO	
P54519	R-1,13.5		NO	NO	0.084	3672.443	3672	NO	
P52516	R-1,13.5	1901 Forest Ridge Place	NO	YES	0.395	17187.690	3688	NO	
P95666	R-1,13.5	3922 Foxglove Circle	NO	YES	0.395	17194.812	3695	NO	
P81308	R-1,13.5	4016 Ridge Way	NO	YES	0.395	17222.604	3723	NO	
P81292	R-1,13.5	3821 Ridge Way	NO	YES	0.399	17380.540	3881	NO	

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P100778	R-1,13.5	4325 Cedarwood Court	NO	YES	0.400	17407.164	3907	NO	
P52512	R-1,13.5	1511 Forest Ridge Place	NO	YES	0.403	17532.901	4033	NO	
P95625	R-1,13.5	4016 Wildflower Court	NO	YES	0.403	17551.560	4052	NO	
P107399	R-1,13.5	110 S 38Th Place	NO	YES	0.403	17563.018	4063	NO	
P95663	R-1,13.5	3903 Foxglove Circle	NO	YES	0.403	17570.446	4070	NO	
P54538	R-1,13.5	2921 Iroquois Drive	NO	YES	0.404	17591.841	4092	NO	
P95750	R-1,13.5	4306 Apache Drive	YES	YES	0.597	26004.954	4096	NO	
P95660	R-1,13.5	424 Lilac Drive	NO	YES	0.406	17664.706	4165	NO	
P54551	R-1,13.5	2920 Iroquois Drive	NO	YES	0.406	17686.869	4187	NO	
P52520	R-1,13.5	1611 Forest Drive	NO	YES	0.406	17697.426	4197	NO	
P78169	R-1,13.5	615 Upland Drive	NO	YES	0.406	17702.348	4202	NO	
P54537	R-1,13.5	2920 Comanche Drive	NO	YES	0.407	17726.292	4226	NO	
P54528	R-1,13.5	711 N 30Th Street	NO	YES	0.408	17754.655	4255	NO	
P83144	R-1,13.5	730 N Waugh Road	NO	YES	0.409	17815.212	4315	NO	
P95647	R-1,13.5	303 Lilac Drive	NO	YES	0.409	17819.019	4319	NO	
P95665	R-1,13.5	3914 Foxglove Circle	NO	YES	0.409	17834.759	4335	NO	
P95763	R-1,13.5	4225 Montgomery Place	NO	YES	0.410	17848.283	4348	NO	
P67495	R-1,13.5	4908 Monte Vista Place	YES	YES	0.493	21490.185	4359	NO	
P52513	R-1,13.5	2012 Windsor Drive	NO	YES	0.412	17931.737	4432	NO	
P78098	R-1,13.5	110 Sioux Drive	NO	YES	0.412	17942.313	4442	NO	
P100807	R-1,13.5	3601 Mohawk Drive	YES	YES	0.446	19408.558	4469	NO	
P52522	R-1,13.5	1521 Windsor Drive	NO	YES	0.413	17996.867	4497	NO	
P52518	R-1,13.5	1610 Forest Ridge Place	NO	YES	0.413	17997.997	4498	NO	
P27094	R-1,13.5	3625 Shoshone Drive	NO	YES	0.414	18023.019	4523	NO	
P78401	R-1,13.5	530 SIOUX DR	YES	YES	0.470	20494.337	4529	NO	
P83162	R-1,13.5	315 N Waugh Road	NO	YES	0.414	18028.672	4529	NO	
P78170	R-1,13.5	701 Upland Drive	NO	YES	0.416	18100.035	4600	NO	
P78079	R-1,13.5	3411 Mohawk Drive	NO	YES	0.416	18102.150	4602	NO	
P52527	R-1,13.5	2011 Windsor Drive	YES	YES	0.529	23027.345	4603	NO	
P24793	R-1,13.5	4529 Edgemont Place	NO	YES	0.416	18121.033	4621	NO	
P78080	R-1,13.5	3421 Mohawk Drive	NO	YES	0.416	18120.749	4621	NO	
P83648	R-1,13.5	518 Columbine Court	NO	YES	0.416	18137.071	4637	NO	
P78091	R-1,13.5	3520 Shoshone Drive	NO	YES	0.416	18139.122	4639	NO	
P27107	R-1,13.5	609 Shoshone Drive	YES	YES	0.476	20716.586	4646	NO	
P100798	R-1,13.5	3708 Mohawk Drive	NO	YES	0.417	18170.659	4671	NO	
P83143	R-1,13.5	720 N Waugh Road	NO	YES	0.418	18201.688	4702	NO	
P54481	R-1,13.5	3410 Apache Drive	YES	YES	0.580	25269.919	4705	NO	
P100796	R-1,13.5	3618 Mohawk Drive	NO	YES	0.418	18215.635	4716	NO	
P100795	R-1,13.5	3608 Mohawk Drive	NO	YES	0.418	18222.332	4722	NO	
P100797	R-1,13.5	3702 Mohawk Drive	NO	YES	0.422	18373.677	4874	NO	
P52523	R-1,13.5	1511 Windsor Drive	NO	YES	0.424	18456.025	4956	NO	
P78161	R-1,13.5	2724 Iroquois Drive	NO	YES	0.424	18488.687	4989	NO	
P81295	R-1,13.5	3805 Ridge Way	NO	YES	0.425	18516.268	5016	NO	
P119616	R-1,13.5		NO	NO	0.116	5050.253	5050	NO	
P78163	R-1,13.5	2708 Iroquois Drive	NO	YES	0.426	18557.575	5058	NO	
P27081	R-1,13.5		NO	NO	0.117	5082.226	5082	NO	
P81332	R-1,13.5	120 N 38Th Place	NO	YES	0.427	18620.338	5120	NO	
P78399	R-1,13.5	540 Sioux Drive	YES	YES	0.545	23753.848	5124	NO	
P100794	R-1,13.5	3600 Mohawk Drive	NO	YES	0.428	18633.585	5134	NO	
P67478	R-1,13.5	4605 Monte Vista Drive	NO	YES	0.428	18641.445	5141	NO	
P52505	R-1,13.5	1611 Forest Ridge Place	NO	YES	0.428	18660.557	5161	NO	
P52519	R-1,13.5	1616 Forest Ridge Place	NO	YES	0.429	18665.574	5166	NO	
P27069	R-1,13.5	3128 E Fir Street	NO	YES	0.429	18681.484	5181	NO	
P54504	R-1,13.5	621 Comanche Drive	NO	YES	0.430	18749.438	5249	NO	
P81314	R-1,13.5	4004 Creek Place	NO	YES	0.431	18765.333	5265	NO	
P95745	R-1,13.5	4307 Apache Drive	NO	YES	0.431	18775.368	5275	NO	
P27095	R-1,13.5	3615 Shoshone Drive	NO	YES	0.431	18780.957	5281	NO	
P67512	R-1,13.5	4925 Monte Vista Place	YES	YES	0.585	25499.053	5282	NO	
P95657	R-1,13.5	412 Lilac Drive	NO	YES	0.431	18784.306	5284	NO	
P95622	R-1,13.5	4011 Wildflower Court	NO	YES	0.431	18789.696	5290	NO	
P83145	R-1,13.5	810 N Waugh Road	NO	YES	0.431	18792.396	5292	NO	
P67502	R-1,13.5	4918 Monte Vista Place	NO	YES	0.431	18796.028	5296	NO	
P81331	R-1,13.5	118 N 38Th Place	NO	YES	0.433	18878.475	5378	NO	
P100805	R-1,13.5	3617 Mohawk Drive	NO	YES	0.434	18900.000	5400	NO	
P100806	R-1,13.5	3605 Mohawk Drive	NO	YES	0.434	18902.886	5403	NO	
P81293	R-1,13.5	3815 Ridge Way	NO	YES	0.434	18916.711	5417	NO	
P95759	R-1,13.5	3910 Montgomery Court	NO	YES	0.435	18941.396	5441	NO	
P95664	R-1,13.5	3906 Foxglove Circle	NO	YES	0.436	18981.790	5482	NO	
P67501	R-1,13.5	4920 Monte Vista Place	NO	YES	0.436	19010.485	5510	NO	
P95617	R-1,13.5	429 Lilac Drive	NO	YES	0.437	19015.768	5516	NO	
P27068	R-1,13.5	3116 E Fir Street	NO	YES	0.437	19040.597	5541	NO	
P78095	R-1,13.5	121 Sioux Drive	NO	YES	0.437	19048.451	5548	NO	
P100810	R-1,13.5	3700 Mohawk Court	NO	YES	0.437	19056.956	5557	NO	
P27067	R-1,13.5	3104 E Fir Street	NO	YES	0.438	19075.598	5576	NO	
P67475	R-1,13.5	4518 Edgemont Place	NO	YES	0.438	19094.465	5594	NO	
P78094	R-1,13.5	211 Sioux Drive	NO	YES	0.439	19107.688	5608	NO	
P78093	R-1,13.5	221 Sioux Drive	NO	YES	0.440	19166.926	5667	NO	

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P52506	R-1,13.5	1601 Forest Ridge Place	NO	YES	0.440	19174.496	5674	NO	
P27066	R-1,13.5	3026 E Fir Street	NO	YES	0.441	19189.320	5689	NO	
P78092	R-1,13.5	311 Sioux Drive	NO	YES	0.441	19226.338	5726	NO	
P67497	R-1,13.5	4910 Monte Vista Place	YES	YES	0.511	22268.084	5773	NO	
P52514	R-1,13.5	1520 Forest Ridge Place	NO	YES	0.442	19275.017	5775	NO	
P100808	R-1,13.5	3515 Mohawk Drive	YES	YES	0.499	21743.017	5779	NO	
P67482	R-1,13.5	4615 Monte Vista Drive	NO	YES	0.443	19298.090	5798	NO	
P78164	R-1,13.5	505 Upland Drive	NO	YES	0.443	19298.479	5798	NO	
P52521	R-1,13.5	1601 Forest Drive	NO	YES	0.444	19346.632	5847	NO	
P67503	R-1,13.5	4928 Monte Vista Drive	YES	YES	0.491	21396.244	5857	NO	
P104180	R-1,13.5	3720 Broadway Street	NO	YES	0.444	19360.287	5860	NO	
P27062	R-1,13.5	510 Shady Lane	YES	YES	0.456	19847.002	5936	NO	
P83147	R-1,13.5	705 N Waugh Road	NO	YES	0.447	19470.306	5970	NO	
P52504	R-1,13.5	1911 Forest Drive	NO	YES	0.448	19496.634	5997	NO	
P54521	R-1,13.5	3110 Cherokee Lane	NO	YES	0.448	19498.131	5998	NO	
P54509	R-1,13.5	3111 Cherokee Lane	NO	YES	0.448	19500.419	6000	NO	
P95658	R-1,13.5	416 Lilac Drive	NO	YES	0.450	19588.423	6088	NO	
P52503	R-1,13.5	1921 Forest Drive	NO	YES	0.450	19593.255	6093	NO	
P54520	R-1,13.5	3100 Cherokee Lane	NO	YES	0.450	19603.839	6104	NO	
P104191	R-1,13.5	1018 S 38Th Place	NO	YES	0.451	19660.725	6161	NO	
P78165	R-1,13.5	525 Iroquois Drive	NO	YES	0.456	19841.861	6342	NO	
P52508	R-1,13.5	1910 Forest Ridge Place	NO	YES	0.457	19916.219	6416	NO	
P78090	R-1,13.5	3510 Shoshone Drive	NO	YES	0.458	19941.949	6442	NO	
P78078	R-1,13.5	3401 Mohawk Drive	YES	YES	0.504	21937.552	6484	NO	
P54503	R-1,13.5	701 Comanche Drive	NO	YES	0.459	20007.253	6507	NO	
P105100	R-1,13.5	4521 Edgemont Place	YES	YES	0.470	20467.095	6652	NO	
P67483	R-1,13.5	4701 Monte Vista Drive	NO	YES	0.463	20160.898	6661	NO	
P83146	R-1,13.5	715 N Waugh Road	NO	YES	0.464	20203.100	6703	NO	
P54522	R-1,13.5	3120 CHEROKEE LN	NO	YES	0.465	20236.542	6737	NO	
P78096	R-1,13.5	111 Sioux Drive	NO	YES	0.465	20253.122	6753	NO	
P67489	R-1,13.5	MONTE VISTA	YES	NO	0.495	21557.070	6799	NO	
P24791	R-1,13.5	4611 Edgemont Place	NO	YES	0.466	20300.686	6801	NO	
P67484	R-1,13.5	4626 Monte Vista Drive	NO	YES	0.466	20302.905	6803	NO	
P52515	R-1,13.5	1911 Forest Ridge Place	NO	YES	0.467	20321.061	6821	NO	
P54518	R-1,13.5	3030 Cherokee Lane	NO	YES	0.470	20460.616	6961	NO	
P100804	R-1,13.5	3701 Mohawk Drive	NO	YES	0.471	20501.671	7002	NO	
P54466	R-1,13.5	620 N 30Th Street	NO	YES	0.473	20582.912	7083	NO	
P53319	R-1,13.5	2400 Alison Avenue	NO	YES	0.473	20586.300	7086	NO	
P100809	R-1,13.5	3610 Mohawk Drive	NO	YES	0.473	20610.565	7111	NO	
P67491	R-1,13.5		YES	NO	0.465	20235.908	7159	NO	
P54510	R-1,13.5	3101 Cherokee Lane	NO	YES	0.475	20674.712	7175	NO	
P54508	R-1,13.5	3119 Cherokee Lane	NO	YES	0.476	20727.200	7227	NO	
P52507	R-1,13.5	1906 Forest Ridge Place	NO	YES	0.477	20770.014	7270	NO	
P54502	R-1,13.5	711 Comanche Drive	NO	YES	0.477	20770.496	7270	NO	
P83252	R-1,13.5	4030 Moody Place	NO	YES	0.478	20810.094	7310	NO	
P54498	R-1,13.5	3200 E Fir Street	NO	YES	0.479	20857.525	7358	NO	
P52490	R-1,13.5	1720 Windsor Drive	NO	YES	0.480	20907.959	7408	NO	
P52497	R-1,13.5	1808 Forest Drive	NO	YES	0.482	21008.951	7509	NO	
P52498	R-1,13.5	1816 Forest Drive	NO	YES	0.482	21011.145	7511	NO	
P52499	R-1,13.5	1900 Forest Drive	NO	YES	0.482	21013.339	7513	NO	
P52500	R-1,13.5	1906 Forest Drive	NO	YES	0.482	21015.533	7516	NO	
P52501	R-1,13.5	1910 Forest Drive	NO	YES	0.483	21017.727	7518	NO	
P95656	R-1,13.5	404 Lilac Drive	NO	YES	0.484	21091.851	7592	NO	
P78088	R-1,13.5	421 Shoshone Drive	NO	YES	0.487	21202.761	7703	NO	
P52517	R-1,13.5	1600 Forest Ridge Place	NO	YES	0.487	21214.565	7715	NO	
P53325	R-1,13.5	808 Addison Place	YES	NO	0.301	13102.899	7724	NO	
P95623	R-1,13.5	4005 Wildflower Court	NO	YES	0.489	21306.839	7807	NO	
P81333	R-1,13.5	119 N 38Th Place	NO	YES	0.490	21333.513	7834	NO	
P95662	R-1,13.5	3909 Foxglove Circle	NO	YES	0.491	21388.587	7889	NO	
P67488	R-1,13.5	4716 Monte Vista Drive	NO	YES	0.495	21561.604	8062	NO	
P78110	R-1,13.5		NO	NO	0.186	8086.591	8087	NO	
P54505	R-1,13.5	601 Comanche Drive	NO	YES	0.500	21793.153	8293	NO	
P100792	R-1,13.5	3723 Shoshone Drive	NO	YES	0.502	21861.863	8362	NO	
P100790	R-1,13.5	3718 Shoshone Drive	NO	YES	0.506	22047.020	8547	NO	
P81324	R-1,13.5	123 N 39Th Place	NO	YES	0.507	22100.878	8601	NO	
P54468	R-1,13.5	3020 Comanche Drive	NO	YES	0.508	22134.364	8634	NO	
P67514	R-1,13.5	4921 Monte Vista Place	YES	YES	0.512	22303.822	8761	NO	
P54497	R-1,13.5	3210 E Fir Street	NO	YES	0.513	22330.904	8831	NO	
P67481	R-1,13.5	4616 Edgemont Place	NO	YES	0.513	22353.608	8854	NO	
P67476	R-1,13.5		YES	YES	0.533	23210.280	8907	NO	
P54467	R-1,13.5	3010 Comanche Drive	NO	YES	0.518	22546.022	9046	NO	
P95990	R-1,13.5	125 Lilac Drive	NO	YES	0.518	22546.906	9047	NO	
P54494	R-1,13.5	3311 Apache Drive	NO	YES	0.519	22607.328	9107	NO	
P52538	R-1,13.5	1721 Windsor Drive	NO	YES	0.520	22672.491	9172	NO	
P100799	R-1,13.5	3712 Mohawk Drive	NO	YES	0.522	22739.575	9240	NO	
P67499	R-1,13.5	4916 Monte Vista Place	NO	YES	0.524	22807.055	9307	NO	
P54484	R-1,13.5	800 Apache Drive	NO	YES	0.525	22871.275	9371	NO	

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P52502	R-1,13.5	1920 Forest Drive	NO	YES	0.526	22913.351	9413	NO	
P83130	R-1,13.5	510 N Waugh Road	NO	YES	0.535	23300.743	9801	NO	
P100791	R-1,13.5	3724 Shoshone Drive	NO	YES	0.536	23360.489	9860	NO	
P54486	R-1,13.5	820 Apache Drive	YES	YES	0.549	23907.659	9896	NO	
P119360	R-1,13.5		YES	NO	0.638	27776.366	10015	NO	
P54501	R-1,13.5	721 Comanche Drive	NO	YES	0.545	23723.688	10224	NO	
P119363	R-1,13.5		YES	YES	0.642	27952.669	10252	NO	
P54485	R-1,13.5	810 Apache Drive	NO	YES	0.547	23818.236	10318	NO	
P54523	R-1,13.5	3130 Cherokee Lane	NO	YES	0.549	23909.656	10410	NO	
P54506	R-1,13.5	3131 Cherokee Lane	NO	YES	0.549	23914.398	10414	NO	
P81312	R-1,13.5	4013 Creek Place	NO	YES	0.552	24052.981	10553	NO	
P83132	R-1,13.5	530 N Waugh Road	NO	YES	0.553	24100.593	10601	NO	
P83617	R-1,13.5	612 LILAC DRIVE	NO	YES	0.555	24182.357	10682	NO	
P78084	R-1,13.5	521 Shoshone Drive	NO	YES	0.557	24247.396	10747	NO	
P52491	R-1,13.5	1610 Forest Drive	NO	YES	0.559	24364.325	10864	NO	
P52509	R-1,13.5	1920 Forest Ridge Place	NO	YES	0.567	24697.184	11197	NO	
P52510	R-1,13.5	1531 Forest Ridge Place	NO	YES	0.567	24706.257	11206	NO	
P95991	R-1,13.5	117 Lilac Drive	NO	YES	0.567	24715.232	11215	NO	
P67513	R-1,13.5	4827 Monte Vista Place	NO	YES	0.569	24767.902	11268	NO	
P67511	R-1,13.5	4809 Monte Vista Place	NO	YES	0.569	24777.543	11278	NO	
P54507	R-1,13.5	3125 Cherokee Lane	NO	YES	0.570	24825.784	11326	NO	
P54488	R-1,13.5	801 Apache Drive	NO	YES	0.571	24871.812	11372	NO	
P52493	R-1,13.5	1800 Forest Drive	NO	YES	0.575	25065.463	11565	NO	
P54517	R-1,13.5	3020 Cherokee Lane	NO	YES	0.578	25166.787	11667	NO	
P67472	R-1,13.5		YES	NO	0.462	20135.862	11708	NO	
P54478	R-1,13.5	700 Comanche Drive	NO	YES	0.580	25245.116	11745	NO	
P96004	R-1,13.5	301 Lilac Drive	NO	YES	0.580	25277.006	11777	NO	
P100800	R-1,13.5	3709 Mohawk Drive	NO	YES	0.583	25380.886	11881	NO	
P54524	R-1,13.5	3111 Comanche Drive	NO	YES	0.587	25560.138	12060	NO	
P96001	R-1,13.5	230 LILAC DRIVE	NO	YES	0.596	25953.117	12453	NO	
P54473	R-1,13.5	3200 Comanche Drive	NO	YES	0.603	26248.158	12748	NO	
P54474	R-1,13.5	3210 Comanche Drive	NO	YES	0.603	26248.153	12748	NO	
P54512	R-1,13.5	3031 Cherokee Lane	NO	YES	0.612	26649.449	13149	NO	
P90542	R-1,13.5	4223 Lupine Drive	NO	YES	0.613	26691.019	13191	NO	
P95999	R-1,13.5	218 Lilac Drive	YES	YES	0.634	27622.851	13287	NO	
P100789	R-1,13.5	3712 Shoshone Drive	YES	YES	0.749	32647.874	13305	NO	
P52537	R-1,13.5	1510 Windsor Drive	YES	YES	0.655	28539.784	13359	NO	
P83935	R-1,13.5	3921 Montgomery Court	NO	NO	0.310	13496.439	13496	NO	
P54495	R-1,13.5	3301 Apache Drive	NO	YES	0.622	27113.719	13614	NO	
P90544	R-1,13.5	4211 Lupine Drive	NO	YES	0.625	27223.441	13723	NO	
P107395	R-1,13.5	3824 Moody Court	NO	YES	0.626	27250.016	13750	NO	
P27114	R-1,13.5	804 N 30Th Street	NO	YES	0.626	27266.307	13766	NO	
P78400	R-1,13.5	530 Sioux Drive	YES	YES	0.648	28218.599	13832	NO	
P96002	R-1,13.5	300 Lilac Drive	NO	YES	0.639	27846.990	14347	NO	
P54513	R-1,13.5	3021 Cherokee Lane	NO	YES	0.641	27916.329	14416	NO	
P99218	R-1,13.5	3710 Mohawk Court	NO	YES	0.648	28219.290	14719	NO	
P54482	R-1,13.5	3420 Apache Drive	NO	YES	0.663	28868.025	15368	NO	
P78089	R-1,13.5	411 Shoshone Drive	NO	YES	0.664	28944.398	15444	NO	
P54515	R-1,13.5	3010 Cherokee Lane	NO	YES	0.665	28972.245	15472	NO	
P54527	R-1,13.5	3011 Comanche Drive	NO	YES	0.666	29016.565	15517	NO	
P54525	R-1,13.5	3025 Comanche Drive	NO	YES	0.673	29294.662	15795	NO	
P54472	R-1,13.5	3110 Comanche Drive	NO	YES	0.676	29425.170	15925	NO	
P105884	R-1,13.5	418 38Th Place	NO	YES	0.681	29683.413	16183	NO	
P54514	R-1,13.5	3020 E Fir Street	NO	YES	0.688	29981.395	16481	NO	
P95997	R-1,13.5	206 Lilac Drive	YES	YES	0.783	34090.041	17650	NO	
P81337	R-1,13.5	115 N 39Th Place	YES	YES	0.813	35424.486	18999	NO	
P52524	R-1,13.5	1812 Windsor Drive	NO	YES	0.749	32627.309	19127	NO	
P99219	R-1,13.5	3704 Mohawk Drive	NO	YES	0.776	33823.986	20324	NO	
P119362	R-1,13.5		NO	NO	0.507	22065.197	22065	NO	
P54477	R-1,13.5	3312 Mohawk Drive	NO	YES	0.819	35659.498	22159	NO	
P54511	R-1,13.5	3035 Cherokee Lane	NO	YES	0.828	36068.646	22569	NO	
P54475	R-1,13.5	3300 Comanche Drive	NO	YES	0.833	36293.730	22794	NO	
P54479	R-1,13.5	3310 Apache Drive	NO	YES	0.860	37458.132	23958	NO	
P81339	R-1,13.5	119 N 39Th Place	NO	YES	0.860	37471.803	23972	NO	
P52526	R-1,13.5	1510 Forest Ridge Place	NO	YES	0.897	39067.482	25567	NO	
P67487	R-1,13.5	4700 Monte Vista Drive	YES	YES	0.995	43358.647	26614	NO	
P95989	R-1,13.5	121 Lilac Drive	NO	YES	0.941	40979.385	27479	NO	
P119033	R-1,13.5		YES	NO	0.767	33391.558	27526	NO	
P96003	R-1,13.5	304 Lilac Drive	NO	YES	1.047	45606.456	32106	NO	
P83165	R-1,13.5		NO	NO	1.199	52220.065	52220	NO	
P24790	R-1,13.5	1427 MONTE VISTA DRIVE	YES	YES	3.181	138542.856	103775	NO	
P67473	R-1,13.5	4428 Edgemont Place	YES	YES				NO	
P78076	R-1,13.5		NO	NO	0.311	13552.985	13553	YES	
P96005	R-1,13.5	227 Lilac Drive	NO	YES	0.621	27068.699	13569	YES	1
P83646	R-1,13.5	514 Columbine Court	NO	NO	0.312	13572.817	13573	YES	
P78168	R-1,13.5		NO	NO	0.313	13620.146	13620	YES	
P105889	R-1,13.5	3824 Ridge Court	NO	NO	0.314	13661.774	13662	YES	

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P105915	R-1,13.5	411 S 38Th Place	NO	NO	0.314	13668.042	13668	YES	
P105916	R-1,13.5	417 S 38Th Place	NO	NO	0.314	13684.123	13684	YES	
P105920	R-1,13.5	517 S 38Th Place	NO	NO	0.316	13758.304	13758	YES	
P105919	R-1,13.5	509 S 38Th Place	NO	NO	0.316	13760.587	13761	YES	
P105918	R-1,13.5	501 38Th Place	NO	NO	0.317	13793.208	13793	YES	
P95618	R-1,13.5	423 Lilac Drive	NO	NO	0.317	13801.522	13802	YES	
P100774	R-1,13.5		NO	NO	0.320	13923.117	13923	YES	
P83965	R-1,13.5	4223 Montgomery Place	NO	NO	0.325	14163.253	14163	YES	
P67494	R-1,13.5		NO	NO	0.327	14251.533	14252	YES	
P105882	R-1,13.5	426 S 38Th Place	NO	NO	0.327	14255.836	14256	YES	
P95619	R-1,13.5		NO	NO	0.327	14259.898	14260	YES	
P79430	R-1,13.5		NO	NO	0.334	14560.060	14560	YES	
P100764	R-1,13.5		NO	NO	0.339	14771.165	14771	YES	
P95648	R-1,13.5	628 Honeysuckle Drive	NO	NO	0.349	15205.450	15205	YES	
P67504	R-1,13.5		NO	NO	0.360	15676.271	15676	YES	
P52535	R-1,13.5	1801 Windsor Drive	NO	NO	0.366	15958.899	15959	YES	
P100793	R-1,13.5	3713 Shoshone Drive	NO	YES	0.681	29651.849	16152	YES	1
P54493	R-1,13.5	3310 E Fir Street	YES	YES	0.792	34504.086	16345	YES	1
P95764	R-1,13.5		NO	NO	0.377	16407.757	16408	YES	
P27539	R-1,13.5	4000 E Division Street	NO	YES	0.693	30203.978	16704	YES	1
P54470	R-1,13.5	3030 Comanche Drive	NO	YES	0.707	30788.551	17289	YES	1
P54500	R-1,13.5	801 Comanche Drive	NO	YES	0.721	31399.706	17900	YES	1
P95661	R-1,13.5		NO	NO	0.417	18157.924	18158	YES	
P95995	R-1,13.5	130 Lilac Drive	NO	YES	0.748	32599.506	19100	YES	1
P95993	R-1,13.5	122 Lilac Drive	NO	YES	0.757	32954.287	19454	YES	1
P95994	R-1,13.5	126 Lilac Drive	NO	YES	0.761	33144.236	19644	YES	1
P54499	R-1,13.5	811 Comanche Drive	NO	YES	0.771	33564.898	20065	YES	1
P95652	R-1,13.5	310 Lilac Drive	NO	NO	0.465	20254.497	20254	YES	
P52511	R-1,13.5		NO	NO	0.489	21292.183	21292	YES	
P90541	R-1,13.5	4220 Lupine Drive	NO	YES	0.803	34968.061	21468	YES	1
P95992	R-1,13.5	118 Lilac Drive	NO	YES	0.817	35608.643	22109	YES	1
P95659	R-1,13.5	420 Lilac Drive	NO	NO	0.527	22968.933	22969	YES	
P54496	R-1,13.5	806 Comanche Drive	NO	YES	0.843	36718.460	23218	YES	1
P100788	R-1,13.5	3706 Shoshone Drive	YES	YES	0.930	40499.694	23718	YES	1
P78083	R-1,13.5	601 Shoshone Drive	NO	NO	0.549	23901.187	23901	YES	
P83618	R-1,13.5	614 Lilac Drive	NO	NO	0.551	24000.700	24001	YES	
P95988	R-1,13.5	4210 Lupine Drive	NO	YES	0.866	37743.612	24244	YES	1
P96007	R-1,13.5	215 Lilac Drive	NO	YES	0.867	37787.507	24288	YES	1
P105103	R-1,13.5	4525 Edgemont Place	YES	YES	1.264	55067.530	25056	YES	1
P52492	R-1,13.5	1620 Forest Drive	NO	YES	0.890	38779.010	25279	YES	1
P96000	R-1,13.5	224 Lilac Drive	NO	NO	0.587	25567.357	25567	YES	
P110397	R-1,13.5		NO	NO	0.606	26390.218	26390	YES	
P27070	R-1,13.5	610 N 30Th Street	NO	YES	0.919	40020.611	26521	YES	1
P54483	R-1,13.5	3500 Apache Drive	NO	YES	0.925	40301.168	26801	YES	1
P95998	R-1,13.5	212 Lilac Drive	YES	NO	0.689	30032.941	26907	YES	
P95996	R-1,13.5	200 Lilac Drive	NO	YES	0.929	40474.252	26974	YES	1
P81338	R-1,13.5	117 N 39th Place	YES	NO	0.702	30589.531	28176	YES	
P96008	R-1,13.5	209 Lilac Drive	NO	YES	0.988	43054.871	29555	YES	2
P54526	R-1,13.5	3021 Comanche Drive	NO	YES	0.989	43066.079	29566	YES	1
P27124	R-1,13.5		NO	YES	1.000	43576.942	30077	YES	2
P54476	R-1,13.5	3310 Comanche Drive	NO	YES	1.010	44003.003	30503	YES	1
P54471	R-1,13.5	3100 Comanche Drive	NO	YES	1.013	44142.107	30642	YES	1
P81340	R-1,13.5	121 N 39Th Place	NO	YES	1.035	45064.798	31565	YES	1
P96006	R-1,13.5	221 LILAC DRIVE	NO	NO	0.739	32178.904	32179	YES	1
P54487	R-1,13.5	821 Apache Drive	YES	YES	1.441	62751.102	32566	YES	2
P67496	R-1,13.5		NO	NO	0.788	34314.765	34315	YES	2
P67498	R-1,13.5	4912 Monte Vista Place	NO	YES	1.155	50305.934	36806	YES	1
P95653	R-1,13.5	310 Lilac Drive	YES	YES	1.436	62538.188	38791	YES	2
P27112	R-1,13.5	3720 Mohawk Court	NO	YES	3.033	132127.692	118628	YES	2
P81325	R-1,13.5		NO	NO	0.458	19930.258	19930	YES	
TOTALS: 830 parcels					**336.961**	**14678135.624**			**39 # of additional lots that can be created**

[1] See **Appendix LU-B** for the full text of the Buildable Lands methodology that describes in detail how it was determined that additional lots could be created on parcels.

City of MOUNT VERNON

Appendix B

2016 BUILDABLE LANDS & LAND CAPACITY ANALYSIS

APPENDIX B
LAND USE ELEMENT

Buildable Lands & Land Capacity Analysis

2016 - 2036

The City's analysis showing that the 20-year housing and employment growth can be accommodated within the City consistent with RCW 36.70A.115

City of MOUNT VERNON

1.0
INTRODUCTION

Mount Vernon is a jurisdiction that is required to plan under the State's Growth Management Act (GMA). This state law, in part, states that the City shall **"**... provide *sufficient capacity of land* suitable for development…to accommodate (the City's) *allocated housing* and *employment growth*…consistent with the twenty-year population forecast from the office of financial management" (RCW 36.70A.115).

This document is the work product showing that the City has sufficient capacity of land suitable for development to accommodate our allocated housing. This document also quantifies how little commercial and industrial land the City has that is available for future development - underscoring how important it is for the City to proceed with caution when making land use decisions that could further impact this limited resource.

In 2005 the City completed its first Buildable Lands Analysis. This first analysis was updated in 2010; and now is being updated once again. The City is not required by the Growth Management Act (GMA) to complete a buildable lands analysis like some jurisdictions are; however, the City feels strongly that the only way to plan for the City's growth is to have an accurate account of the existing land that is developed, and an inventory of the land available for development.

After looking at the way in which other jurisdictions in the State have inventoried their buildable lands, the City devised a methodology and data collection system that is described in the following sections. The methodology utilizes what was deemed the best available information that reasonable methodological assumptions were derived from.

This document is organized into the following sections:

1.0 INTRODUCTION
2.0 GROWTH TARGETS
3.0 RESIDENTIAL GROWTH
4.0 COMMERCIAL & INDUSTRIAL GROWTH
5.0 PUBLIC LANDS
6.0 CRITICAL AREAS
7.0 RESULTS & CONCLUSIONS

2.0

GROWTH TARGETS

The Growth Management Act (GMA) planning process requires that the City coordinate with all of the Skagit County jurisdictions to first determine what the overall growth targets, in terms of population and jobs, will be. Once the overall targets are determined both the population and jobs are allocated to each jurisdiction. Each jurisdiction, in turn, is required to show how they can accommodate this growth.

This document is an Appendix to the Land Use Element (Chapter 2) of the City's Comprehensive Plan. The Land Use Element contains a detailed description of how and why the following population and employment targets were adopted for Mount Vernon**. Table 1.0** contains a summary of the overall population and employment targets. **Table 1.1** takes the population target and converts it to housing units by dividing the population target by 2.76; which is the average household size for Mount Vernon according to the 2010 U.S. Census Bureau.

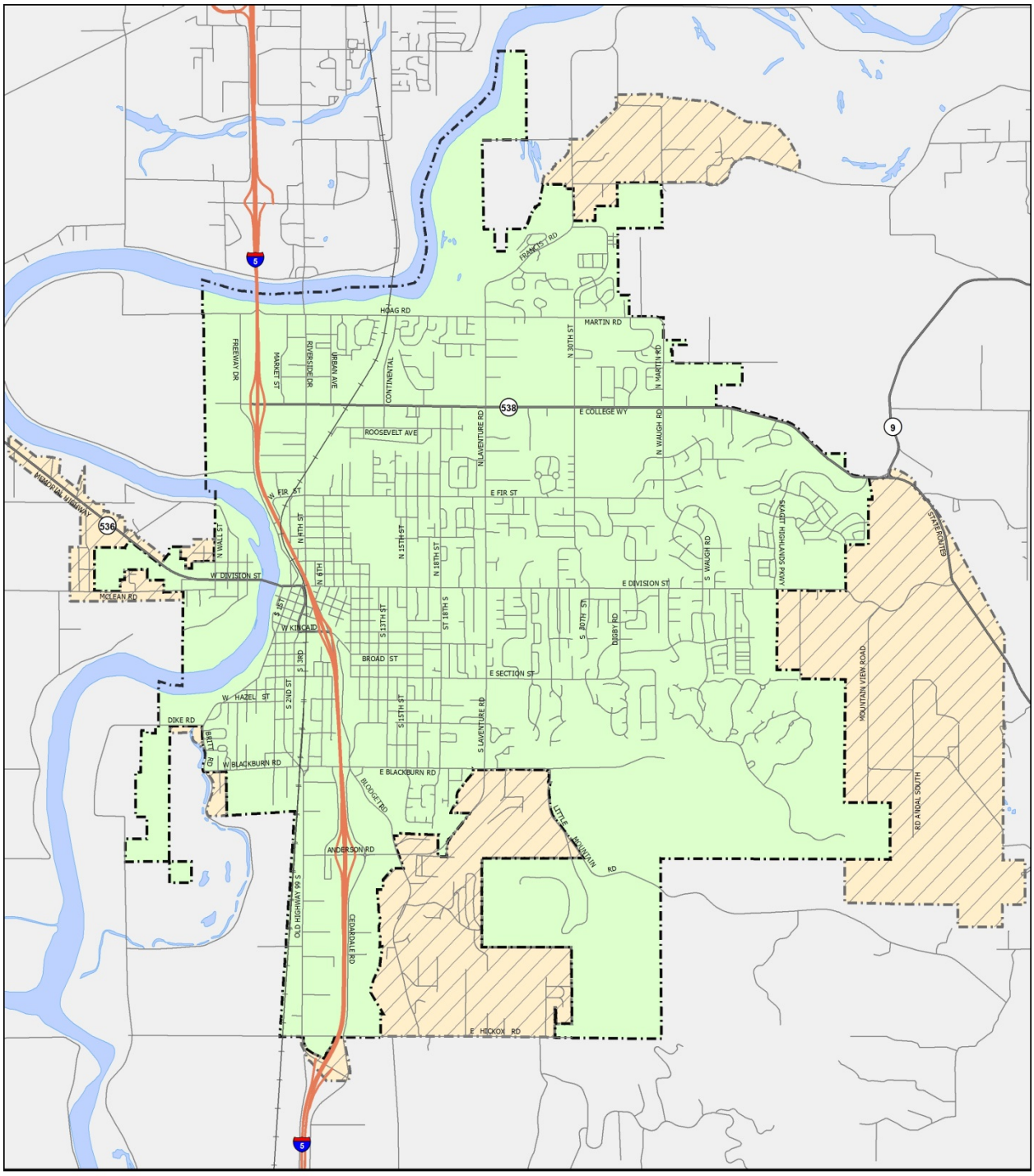
Map 1.0 identifies the limits the current City limits and the City's Urban Growth Areas (UGAs).

TABLE 1.0: GROWTH TARGETS

	2015 EXISTING	2016 to 2036 GROWTH	2016 to 2036 TARGET
Population	33,530	11,842	46,811
Employment	16,503	4,558	21,061

TABLE 1.1: POPULATION TO HOUSING

2016 to 2036 POPULATION	POPULATION to HOUSING	HOUSING TARGET
11,842	÷ 2.76	4,290 units



Map 1.0 - City Boundaries and Urban Growth Areas (UGA)

City of MOUNT VERNON

City Boundary
UGA Boundary
Water Body
Interstate Highway
State Highway
City/County Street
Railroad

N

0 0.5 1
Miles

Map by MV GIS 3/31/2016

3.0

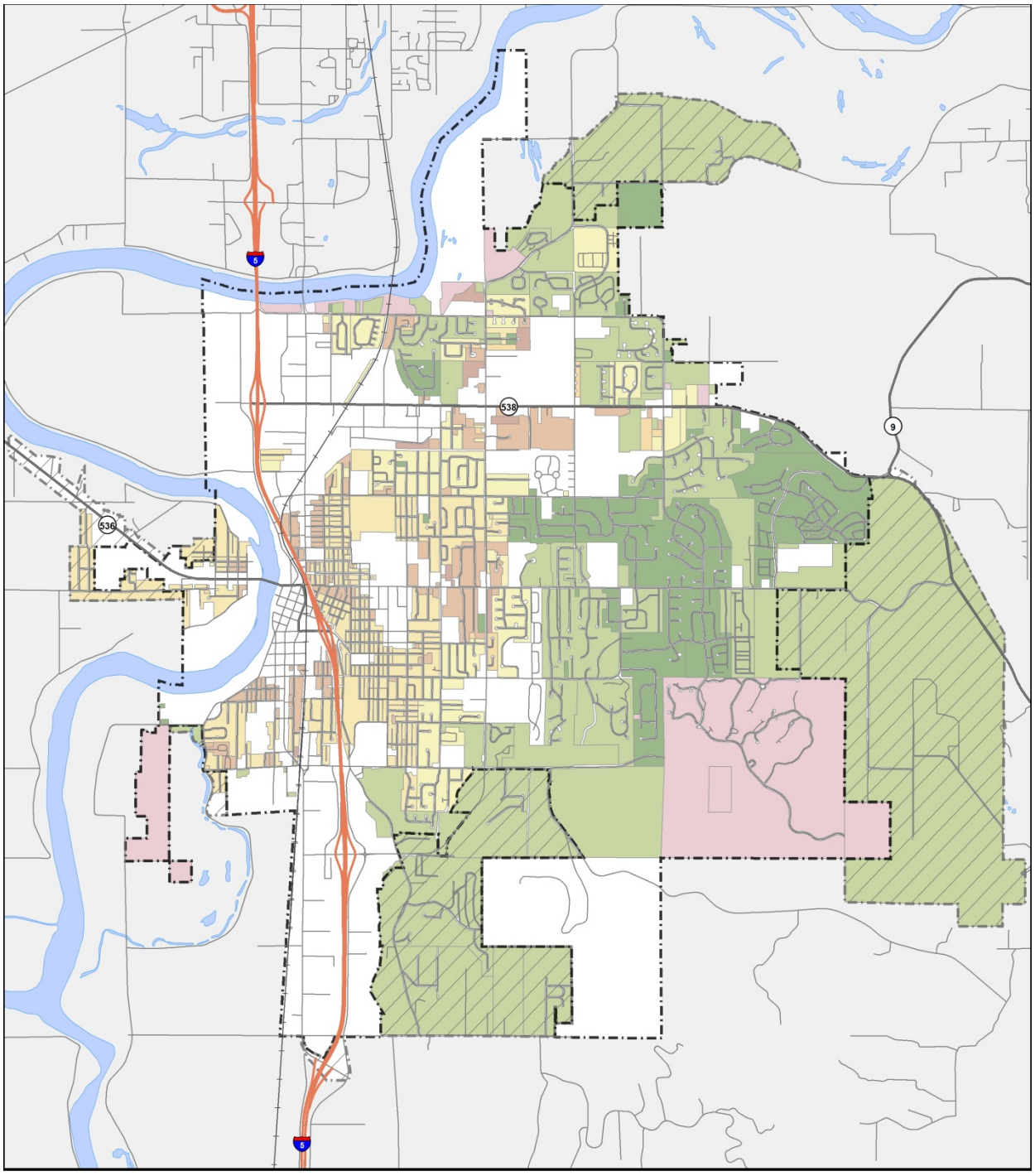
RESIDENTIAL ZONES

The City has nine (9) residential zoning districts that provide for a variety of densities and lot sizes. The zones that predominantly provide for single-family residential structures are the Residential Agricultural (R-A), Single-Family Residential Districts (R-1), and Residential-Office (R-O) Districts. The Duplex and Townhouse (R-2), and Multi-Family Residential (R-3 and R-4) districts provide for duplexes and multi-family structures. **Table 1.2** lists these zones along with their respective maximum densities that are allowed according to the City's zoning code.

To begin the analysis of the residential zones the following bulleted list of data was collected. All of this data was analyzed using geographic Information System (GIS) software.

- Skagit County Assessor's tax parcels;
- Aerial photography produced in the Spring of 2013 and 2015;
- Zoning and Comprehensive Plan designations;
- Maximum density allowed per the parcel's zoning designation;
- Minimum lot size allowed per the parcel's zoning designation (if applicable);
- Parcel size;
- Existence of existing dwelling units; and,
- Approximate square footage of critical areas including wetlands, streams, floodways or areas of geologic hazard, and their associated buffers. Please see the section labeled: *Critical Areas and their Buffers*, for additional information on how these areas were identified and quantified.

Map 2.0 identifies the location of the City's different residential zoning districts.



Map 2.0 - Residential Zones

City of MOUNT VERNON

City Boundary
UGA Boundary

Zoning Designations
R-1,3.0
R-1,4.0
R-1,5.0
R-1,7.0
R-2
R-3
R-4
R-A
R-O

Comprehensive Plan Designations
Medium Density SF (R-1, 4.0)
High Density SF (R-1, 7.0)

N

0 0.5 1
Miles

Map by MV GIS 3/31/2016

3.1: SINGLE-FAMILY RESIDENTIAL ZONES

Once the above-listed data was collected for the single-family residential zones the square footage of any critical areas (plus their associated buffers) was netted out of the gross square footage of these parcels. After this area was netted out of these parcels the remaining square footage of these parcels was multiplied by the maximum density allowed according to their zoning or Comprehensive Plan designations. This was done to separate out parcels that could be further developed with either a short plat or a standard plat.

A short plat allows up to nine (9) lots to be created whereas a standard plat allows the creation of ten (10) or more lots. It was important to differentiate between these two developments potentials (short plat versus the standard plat) because different assumptions regarding future infrastructure needed to be made between these different types of subdivisions.

TABLE 1.2: RESIDENTIAL ZONES

SINGLE-FAMILY ZONES		MULTI-FAMILY ZONES		OTHER RESIDENTIAL ZONES	
Zone	Max. Density	Zone	Max. Density	Zone	Max. Density
R-1, 7.0	7.26 du/acre	R-2	10 du/acre	R-A	1.24 du /acre
R-1, 5.0	5.73 du/acre	R-3	15 du/acre	R-O	9.68 du/acre
R-1, 4.0	4.54 du/acre	R-4	20 du/acre		
R-1, 3.0	3.23 du/acre				

If nine (9) or fewer lots resulted after the critical areas/buffers were deducted, an additional five percent (5%) of the net lot area was also subtracted out to account for stormwater facilities necessary on short plats. If ten (10) or more lots resulted after the critical areas/buffer areas were deducted, an additional twenty-five percent (25%) of the net site area was subtracted to account for necessary road rights-of-way and stormwater facilities. After either the five percent (5%) or twenty-five percent (25%) were subtracted out the net parcel areas were again multiplied by the densities allowed per their respective zoning designations outlined within **Table 1.2.**

The threshold of nine (9) lots was chosen as the City allows short plats up to nine (9) lots and the Mount Vernon Municipal Code (MVMC) allows private streets to serve short plat developments. Private streets are allowed to be located within easements and the area of the private street is part of the lot that is created; thus the square footage for the private roadways does not need to be netted out of the developable area of short plats.

Attachment 1 is a list of 18 different short plats that have either received preliminary or final approval between 2005 and 2015. The average percent of these plats that was found to be encumbered with stormwater facilities was .41%. This percentage is so low because most of these plats did not require stormwater facilities at all; or the facilities that they install were underground vaults that did not take up surface square footage within the plat.

The five percent (5%) of the net site area that is being subtracted out of the short plat parcels was arrived at by taking into consideration the 2005 stormwater standards that the City adopted and begin implementing in 2009 that have the potential for making open stormwater ponds larger than they had historically been under previous stormwater standards. However, there are many innovative techniques that developers are able to utilize, such as Low Impact Development (LID) that will help keep the size of new stormwater ponds manageable.

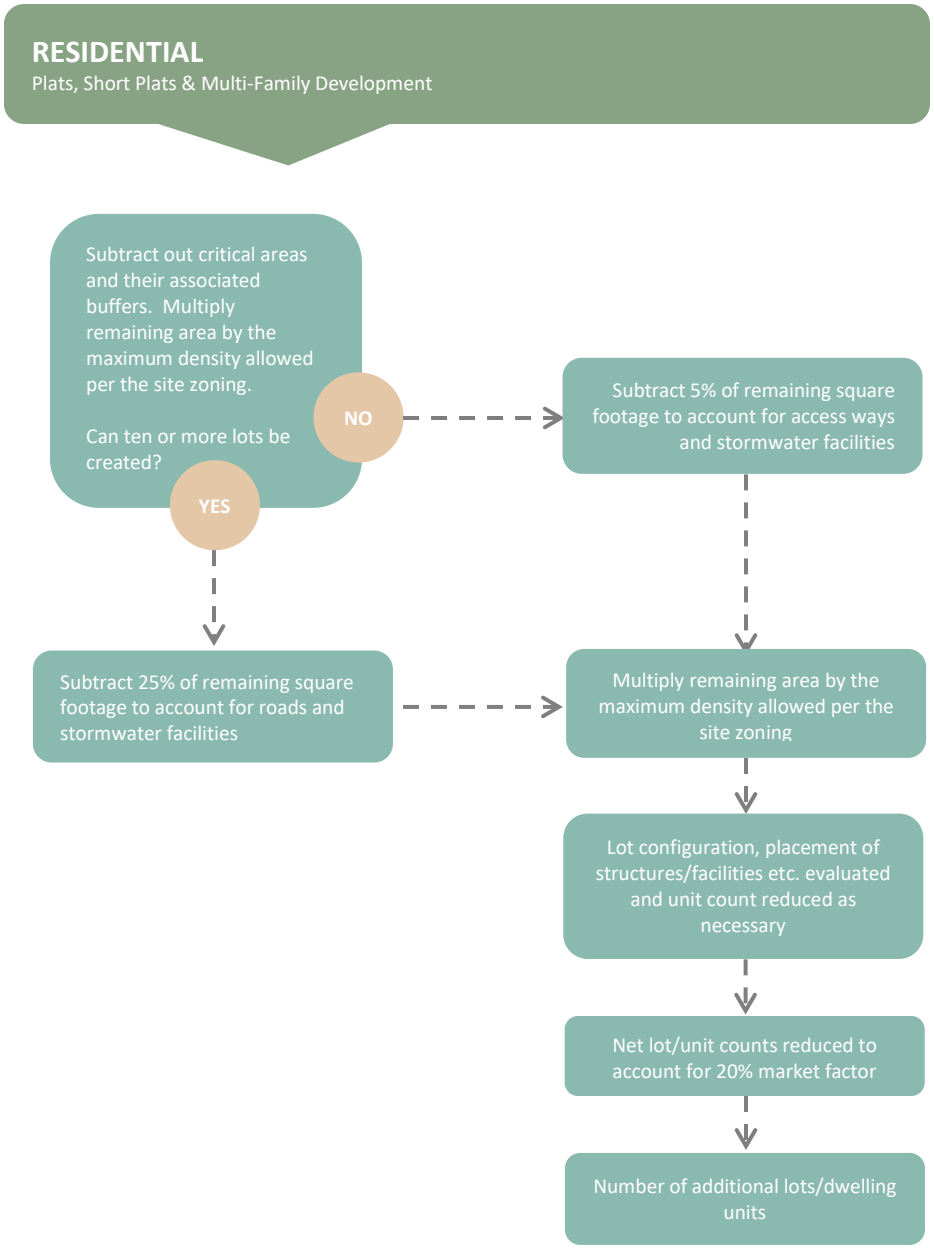
As stated above, if ten (10) or more lots could be created after subtracting out the critical areas/buffer areas, an additional twenty-five percent (25%) of the net site area was subtracted out of the parcel to account for necessary road rights-of-way and stormwater facilities.

The twenty-five percent (25%) figure for the roads and stormwater facilities figure was determined by looking at the streets and detention areas needed to serve 26 different plats located throughout the City. The plats that were analyzed are listed in Table 2 found in the accompanying **Attachment 1.**

Evaluation of these 26 plats showed that the average road right-of-way was nearly sixteen percent (15.7%) of the overall plat; and that close to five percent (4.9%) of the area within the plats were encumbered with stormwater facilities. Similar to the process for the additional land subtracted for short plats; the overall average for the future roads and stormwater facilities was increased from the historic average (when combined) of almost twenty-one percent (21%) *to* twenty-five percent (25%) to account for the new stormwater standards that the City is currently administering.

For illustrative purposes, on the following page is a simplified flow chart that identifies the steps that were taken in determining the potential new housing units that could be developed in the City.

GRAPHIC 1.0: BUILDABLE LANDS PROCESS TO DETERMINE NEW RESIDENTIAL UNITS



3.2: MULTI-FAMILY RESIDENTIAL ZONES

The City has three (3) zoning districts that predominately provide for duplexes and multi-family structures. These include the Duplex and Townhouse Residential District (R-2), and the Multi-Family Residential Districts (R-3) and (R-4).

For these zoning districts the same baseline data (aerial photography, parcel map, land use designations, critical area and buffers, et cetera) was collected and tabulated as was done for the single-family designated parcels. On parcels without existing dwelling units the overall lot size of these parcels and subtracted out the wetland, stream, floodway, steep slopes and all of their associated buffers and then deducted an additional five percent (5%) of the net site area to account for access ways and stormwater facilities on these sites. The remaining net lot sizes were then multiplied it by the densities listed in **Table 1.2**.

The five percent (5%) figure for the access ways and stormwater facilities was chosen by looking at the different configurations available for multi-family development. Unlike single-family zoning districts, the multi-family districts allow the density available in these zones to be clustered in many different ways by incorporating parking under structures, or by stacking units. For this reason a smaller percent was chosen than what was used for the single-family plats of ten (10) or more lots.

For parcels in the R-2, R-3, and R-4 districts that already had existing structures the number of existing multi-family dwelling units was tabulated, and checked against the densities used in **Table 1.2** to see if additional units could be placed on these parcels. If additional density could be placed on these parcels, the critical areas and their associated buffers, five percent (5%) to account for new access ways and stormwater facilities, along with the square footage needed for the number of existing dwelling units was subtracted out. Then the net parcel square footage was multiplied by the density outlined in **Table 1.2.**

3.3: OTHER RESIDENTIAL CONSIDERATIONS

There were a number of other considerations that went into determining the final potential number of additional residential housing units that could be created in the City. Each of these considerations is explained below.

PLACEMENT OF EXISTING STRUCTURES. Regardless of how many additional lots could be created on a parcel, all residentially zoned parcels were evaluated to make sure that the placement of the existing structure(s), the parcel geometry, and location of on-site critical areas and their associated buffers did not preclude additional development on the parcel. There were over 300 parcels within the Residential zones where further development was not possible because the existing structure(s) were placed in a way (generally near the middle of the parcel) making it impossible to subdivide and construct another home; or due to the geometry of the parcel or the location of the critical areas and their buffers. In these cases the number of potential lots was adjusted down to reflect the actual, anticipated potential development. The importance of evaluating the placement of existing structures is illustrated in the two pictures below. In the picture to the left the house is placed in such a way that an additional lot could be created. The picture to the right shows that if this existing home is moved closer to the middle of the parcel it makes the creation of an additional lot impossible.

ACCESSORY DWELLING UNITS AND DUPLEXES. The City's zoning code allows for the construction of both accessory dwelling units (ADUs) and duplexes in single-family residential zones. ADUs, sometimes referred to as 'mother-in-law apartments' can be constructed/created by altering the interior space of an existing dwelling unit, converting an attic, basement, garage or other previously uninhabited portion of a dwelling, adding an attached living area onto an existing dwelling, or constructing a detached living area. Duplexes are allowed in single-family residential zones through different land use processes.

From 2000 to 2015 the City approved a total of 50 ADUs and duplexes in single-family residential zones as shown in **Table 6** in **Attachment 1**. It would not be unreasonable to expect that over the 20-year planning horizon (2016 – 2036) that an additional 67 ADUs/duplex units would be created. This was calculated by taking a historic average of 3.3 units per year (50 ÷ 15 years = 3.33) and multiplying it by the new 20-year planning horizon (3.33 x 20 = 66.7).

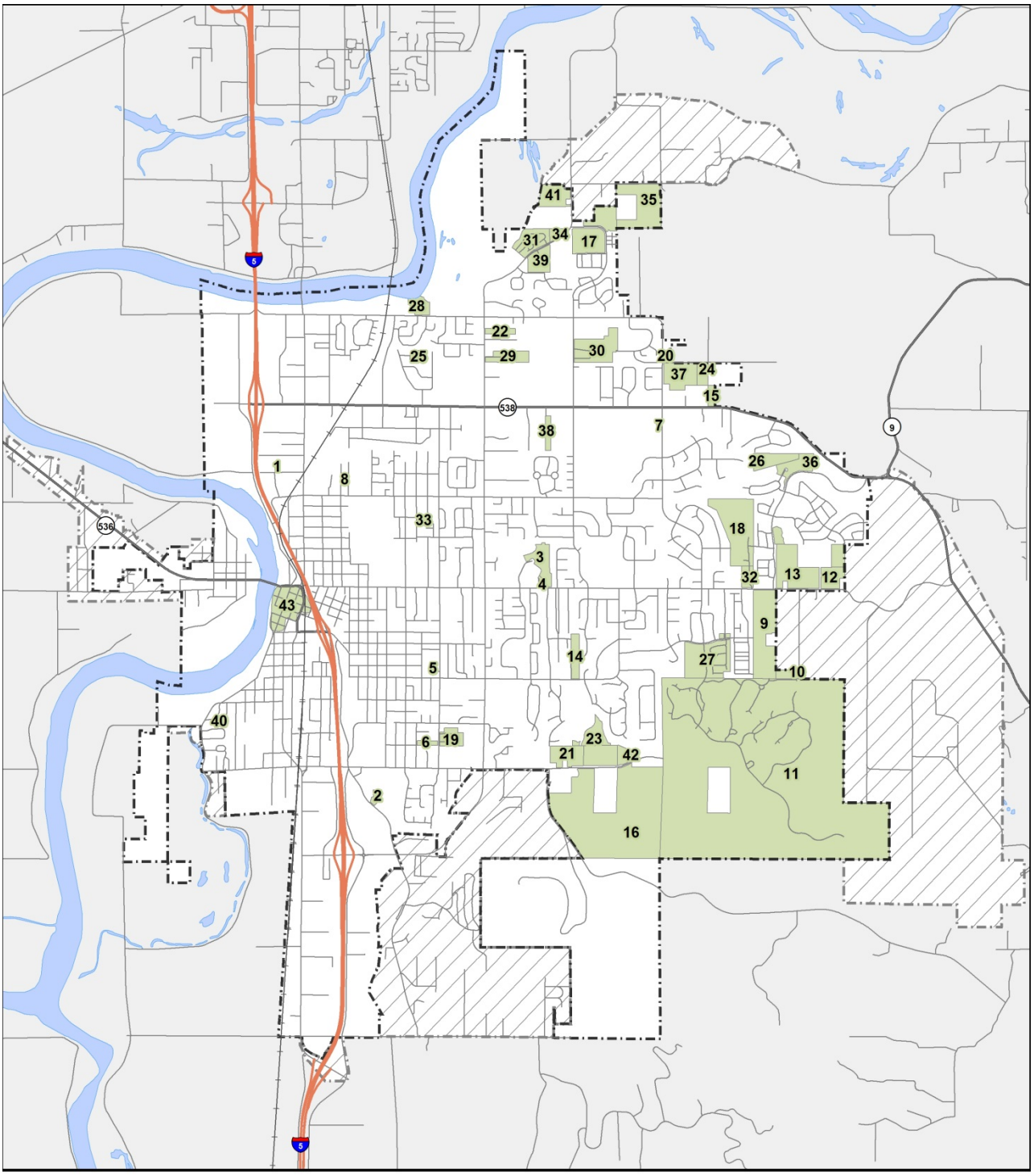
Source: picture on the left copied from https://www.har.com/2215-harvard-st/homevalue_2971828. Picture on the right copied from http://newgreenhomesnorthtexas.com/custom-new-homes-in-argyle-texas

RESIDENTIAL UNITS IN MIXED USE DEVELOPMENT. In the Community Commercial (C-3) and Neighborhood Commercial (C-4) districts multi-family residential units can be constructed with the approval of a conditional use permit. These multi-family units are required to comply with the zoning requirements found in the multi-family residential zone (R-3). After evaluating the placement of existing structure(s), the parcel geometry, and location of on-site critical areas and their associated buffers it was determined that there is 5.55 net acres of property zoned C-3 and C-4 in the City. Consistent with the zoning, it was assumed that this acreage would be developed with both commercial and multi-family uses. This resulted in 69 multi-family units.

PLANNED UNIT DEVELOPMENTS. Planned Unit Developments (PUDs) are zoning overlays allowed within the City. PUDs can result in up to a twenty percent (20%) increase in the density of a subdivision and they allow a mix of different housing types not allowed without a PUD zoning overlay. The additional residential density that will be realized as property is developed with the City's PUD code was not counted as part of this analysis.

EXISTING 'PIPELINE' DEVELOPMENTS. For developments that have: 1) approved Master Plans (such as Eaglemont and Skagit Highlands); 2) received preliminary or final plat approval; 3) received technically complete status and enough is known to ascertain their final lot count, the future development potential was determined by evaluating the number of lots shown within their Master Plans, preliminary or final plat maps, or the mapping that the City has on file.

Map 3.0 identifies the location of the existing 'pipeline' developments.



City of MOUNT VERNON

MAP 3.0 - EXISTING PIPELINE DEVELOPMENTS

City Boundary
UGA Boundary
Current Development Project Site
(ID) Corresponds to Appendix 1 Table 7

N

0 0.5 1
Miles

Map by MV GIS 3/31/2016

This was determined to be a more accurate accounting of the number of lots on these sites due to the approvals that had already been secured; and because more detailed, site specific information was available. Some of these developments already have homes constructed on some of the lots that were created with their particular development. In these cases, the number of lots with homes already built on them were subtracted from the original lot count. A list of these developments and their lot counts is provided in **Table 7** in **Attachment 1.**

TRANSFER OF DEVELOPMENT RIGHTS (TDRS). The City has a Transfer of Development Rights (TDR) program that started with a total of 186 development rights. The TDRs can be used in the City's Single-Family Residential Zones that allow for a maximum density of 4.54 dwelling units per acre (R-1, 4.0) and the Duplex and Townhouse zone (R-2).

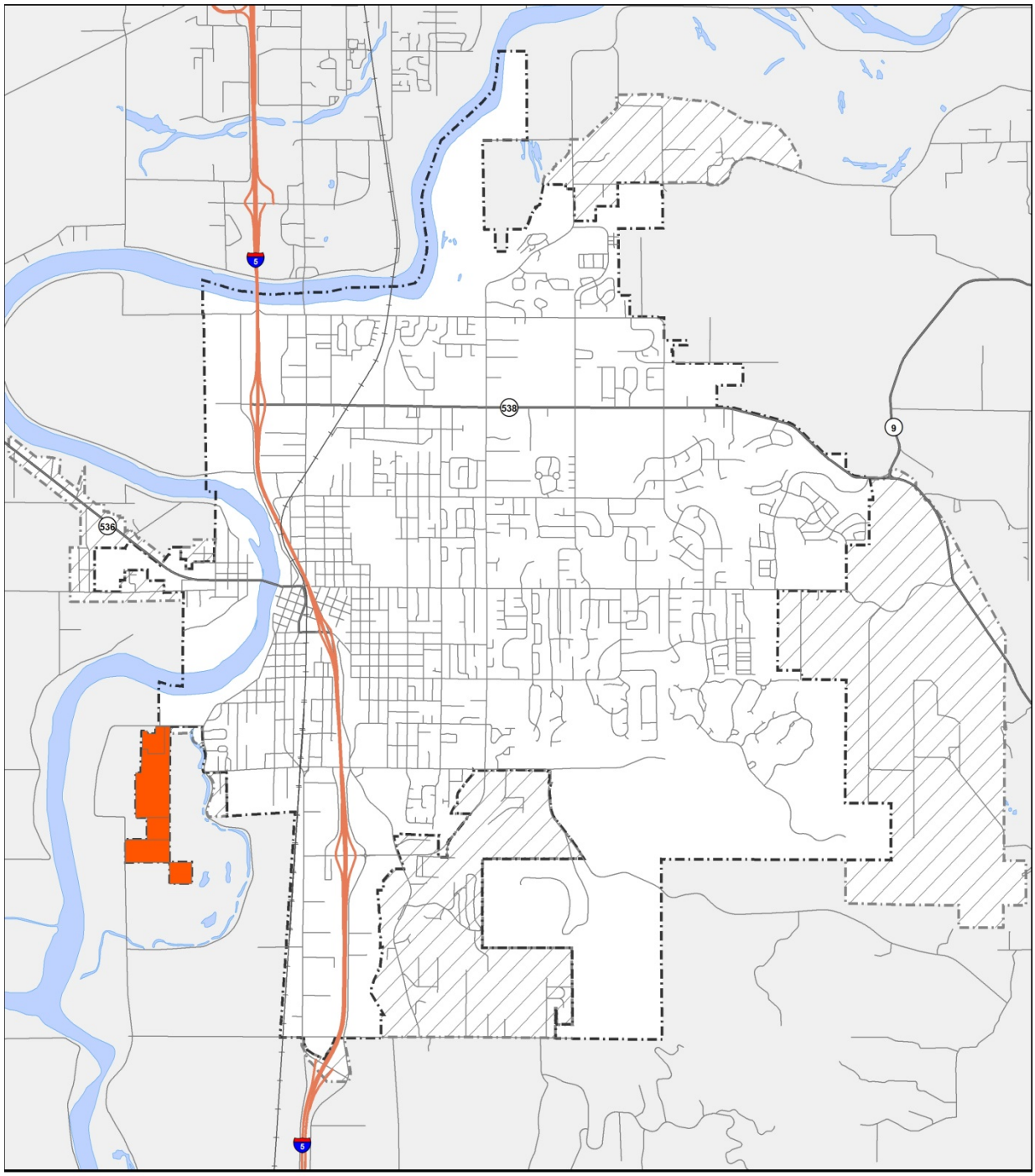
If a developer chooses to use TDRs within their development they are able to increase the net density on their site by one dwelling unit per net acre.

The City has five (5) developments that have either received preliminary plat approval; or have been deemed technically complete that contemplate the use of TDRs. These developments include Iris Meadows (LU06-090) that will use 11 TDRs; Digby Heights (LU07-019) that used 18 TDRs; Trumpeter Place (LU07-023) that used 14 TDRs; and Cedar Heights II (LU07-009) that will use 8 TDRs. This is a total of 79 TDRs that are currently anticipated to be used in the next several years. That leaves 135 TDRs that can be used in the future by new developments.

The sending site where the TDRs originated is a roughly 93 acre site accessed by Dike Road located at the southwest part of the City. This site was not considered as an area where any new development would be located in accordance with the TDR policy. **Map 4.0** identifies the location and extent of the City's TDR sending site.

DOWNTOWN WATERFRONT MASTER PLAN. The City adopted a Downtown and Waterfront Master Plan in 2008. The Master Plan anticipates and plans for 450 multi-family dwelling units being located within the downtown area.

As such, these units have been added to this analysis. Please note that the zoning of the downtown area is C-1; which does allow multi-family units without a specified density restriction expect that fire and building codes must be followed.



Map 4.0 - Transfer of Development Rights (TDR) Sending Site

City of MOUNT VERNON

City Boundary
UGA Boundary
TDR Sending Site

N

0 0.5 1
Miles

Map by MV GIS 3/31/2016

MARKET FACTOR. The State has publications entitled "Providing Adequate Urban Area Land Supply" (1992) and the "Buildable Lands Program Guidelines" (2000) that both recommend that methodologies that are used "assume that a certain percentage of vacant, under-utilized, and partially-used lands will always be held out from development". This assumption about how much land that is held out from development is commonly called a 'market factor reduction', or 'market factor'.

This market factor reduction is intended to address the fact that not all land that could be developed within the planning horizon will be due to landowners not wanting to develop their property because they may be keeping it as an investment, for future expansion, or personal use. Additionally, some landowners may not be interested in developing or subdividing their lots due to factors such as lack of market appeal for the site, or simply lack of interest in the development opportunity.

The Western Washington Growth Management Hearing Board (Board) in Panesko v. Lewis County, articulated the purpose of a market factor [with regard to the sizing of UGAs] by explaining:

"A market factor represents the estimated percentage of net developable acres contained within a UGA that, due to fluctuating market forces, is likely to remain undeveloped over the course of the 20-year planning period. The market factor recognizes that not all developable land will be put to its maximum use because of such things as owner preference, cost, stability, quality, and location and, therefore, the GMA permits jurisdictions to include within a UGA not only the area necessary to accommodate projected growth but allows as a – safety factor – the market factor – expressed as a percentage related to total acreage".

This interpretation of the Board is supported in the Supreme Court's holding in Thurston County (Docket 80115-1, at 31) when the Court stated:

"A market factor represents the estimated percentage of net developable acres contained within a UGA that, due to idiosyncratic market forces, is likely to remain undeveloped over the course of the twenty-year planning cycle".

Even though the Board and Supreme Court discussions, above, are with regard to the sizing of a UGA, they are important in the context of this discussion because when the City is evaluating its land capacity it is important to take into account a reasonable and defendable market factor. Historically, the Board assumed that a market factor less than twenty-five percent (25%) was acceptable. However, more recently, the Supreme Court has stated, "that the reasonableness of a market factor depends on local circumstances and may therefore vary from jurisdiction to jurisdiction" (Thurston County, Docket 80115-1, at 32).

Table 1.3 contains a list of the market factors that different jurisdictions have used. This information was a useful benchmark in determining what Mount Vernon's market factor should be.

When evaluating Mount Vernon, the most compelling reason for a mid-to higher market factor, would be the rural setting of Mount Vernon (this is within the context of Skagit County) where some residents enjoy larger lot sizes. This is evidenced within a handful of plats created since the 1960's where lot sizes average over half and acre in size, like Thunderbird, Forest Estates, and Parkwood Estates. Within these plats the City has received very few inquiries about whether or not these lots could be re-developed (i.e., subdivided) even though this possibility exists.

With Mount Vernon's setting, the information about what other Washington State municipalities had used, and the information from the above-referenced State publications, Board and Court decisions in mind, it was decided that a market factor of twenty percent (20%) would be used for all residentially zoned lands.

TABLE 1.3: MARKET FACTORS FROM OTHER JURISDICTIONS

JURISDICTION:	MARKET FACTOR REDUCTION USED IN THEIR BUILDABLE LANDS ANALYSIS REPORTS FOR RESIDENTIAL LANDS
Clark County	• 10%
King County	• Overall between 5% to 20% with re-developable land discounted more than vacant • Central jurisdictions were between 5% to 10% • Established suburban jurisdictions were between 10% to 15% • Outlying jurisdictions were between 15% to 20%
Kitsap County	• Vacant lands 5% • Underutilized lands 15%
Pierce County	• For vacant lands most factors were between 5% and 25% • For underdeveloped lands most factors where between 10% and 30% • For re-developable lands most factors were between 20% and 50% (These factors varied by jurisdiction within this County)
Snohomish County	• For vacant lands 15% • For partially-use or re-developable 30%
Thurston County	• An average market factor countywide of 24% (These factors varied by jurisdiction within this County)
City of Bellingham	• For vacant land 15% • For partially developed land 25%
City of Edmonds	• For vacant land 15% • For partially used and re-developable land 30%

3.4: RESIDENTIAL SUMMARY

Table 1.4 summarizes the number of additional housing units that could be located in the City taking into account the buildable lands methodology described above. **Map 5.0** illustrates the residentially designated parcels where additional development is possible.

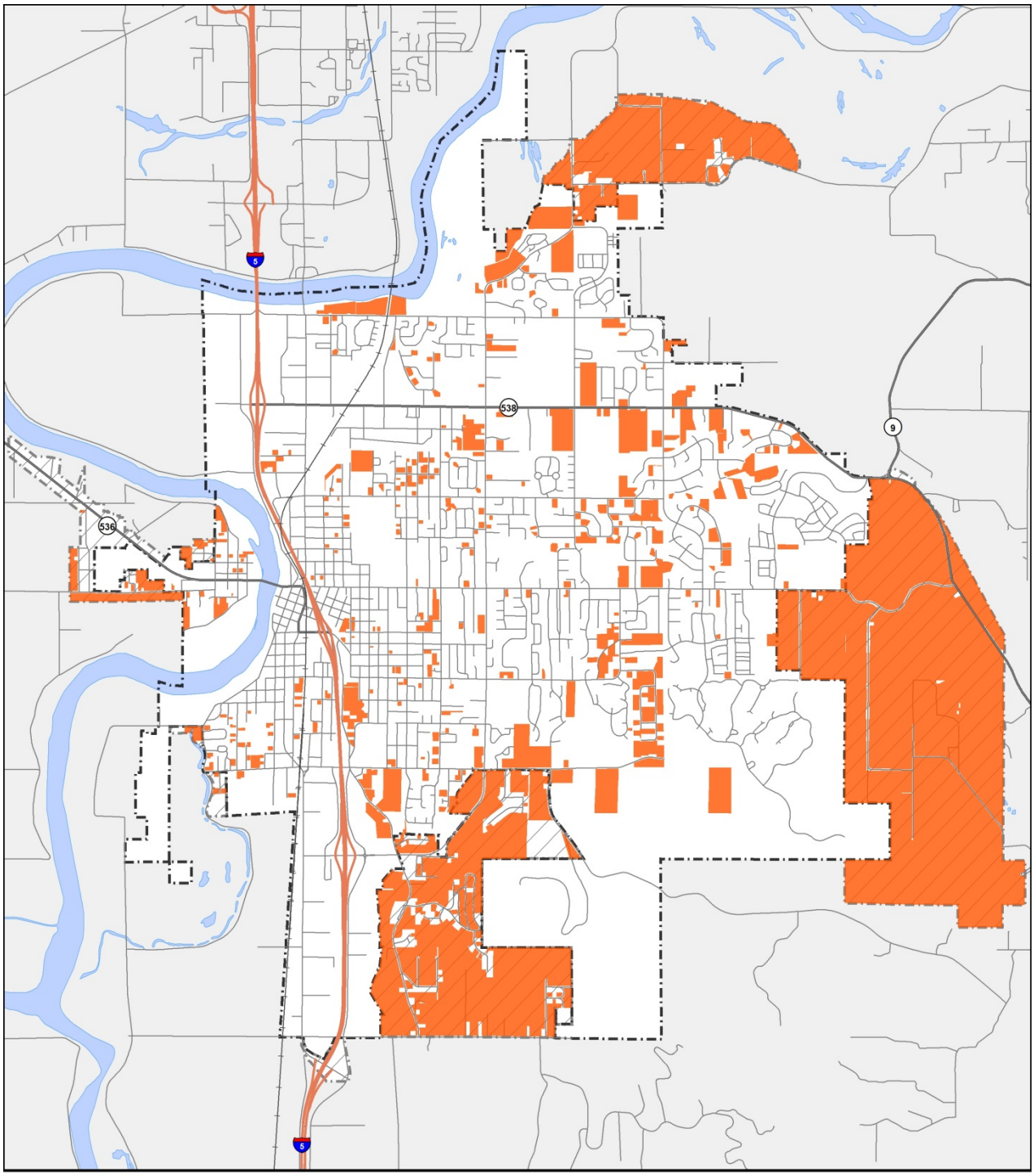
TABLE 1.4: RESIDENTIAL UNIT SUMMARY

	IN CITY[2]	UGA[2]	UNITS BEFORE MARKET FACTOR REDUCTION	20% MARKET FACTOR REDUCTION	TOTAL NEW UNITS
Single-Family[1] Residential	1,282	5,355	6,637	< 1,328 >	5,309
Multi-Family Residential[3]	345	0	345	< 69 >	276
Existing Pipeline Developments[4]	1,888	0	1,888	NA	1,888
Downtown Master Plan Units	450	NA	450	NA	450
Mixed Use Units[5]	69	NA	69	< 14 >	55
Transfer of Development Rights	135	0	135	NA	135
ADUS/Duplexes	67	0	67	< 13 >	54
TOTALS:	4,236	5,355	9,591	< 1,424 >	8,167

[1] Includes all existing or future R-1 zones. Existing R-A zoned properties have been assigned to a zoning category consistent with their existing Comprehensive Plan designations.
[2] See Section 3.0 for the methodology utilized in determining the number of additional lots that could be created.
[3] Includes all R-2, R-3, R-4 zones.
[4] See Section 3.3 and Table 7 for a list of the existing pipeline developments and their associated lot counts.
[5] Units allowed with mixed-used developments in the C-3 and C-4 zones

Mount Vernon's growth target in 2036 is 46,811 people – an increase of 11,842 people between 2016 and 2036. This new population is converted to 4,290 dwelling units by dividing the population by the average household size of 2.76 people.

In the City limits with the 20% market factor applied 3,883 new residential units could be created. This means that nearly 90% of the City's projected 20-year growth could be accommodated within the existing City limits (3,883 ÷ 4,290 = 90.5%).



Map 5.0 - Residential Lots That Could be Further Developed

City of MOUNT VERNON

City Boundary
UGA Boundary
Residential Zoned Parcels With Development Potential

N

0 0.5 1
Miles

Map by MV GIS 3/31/2016

4.0

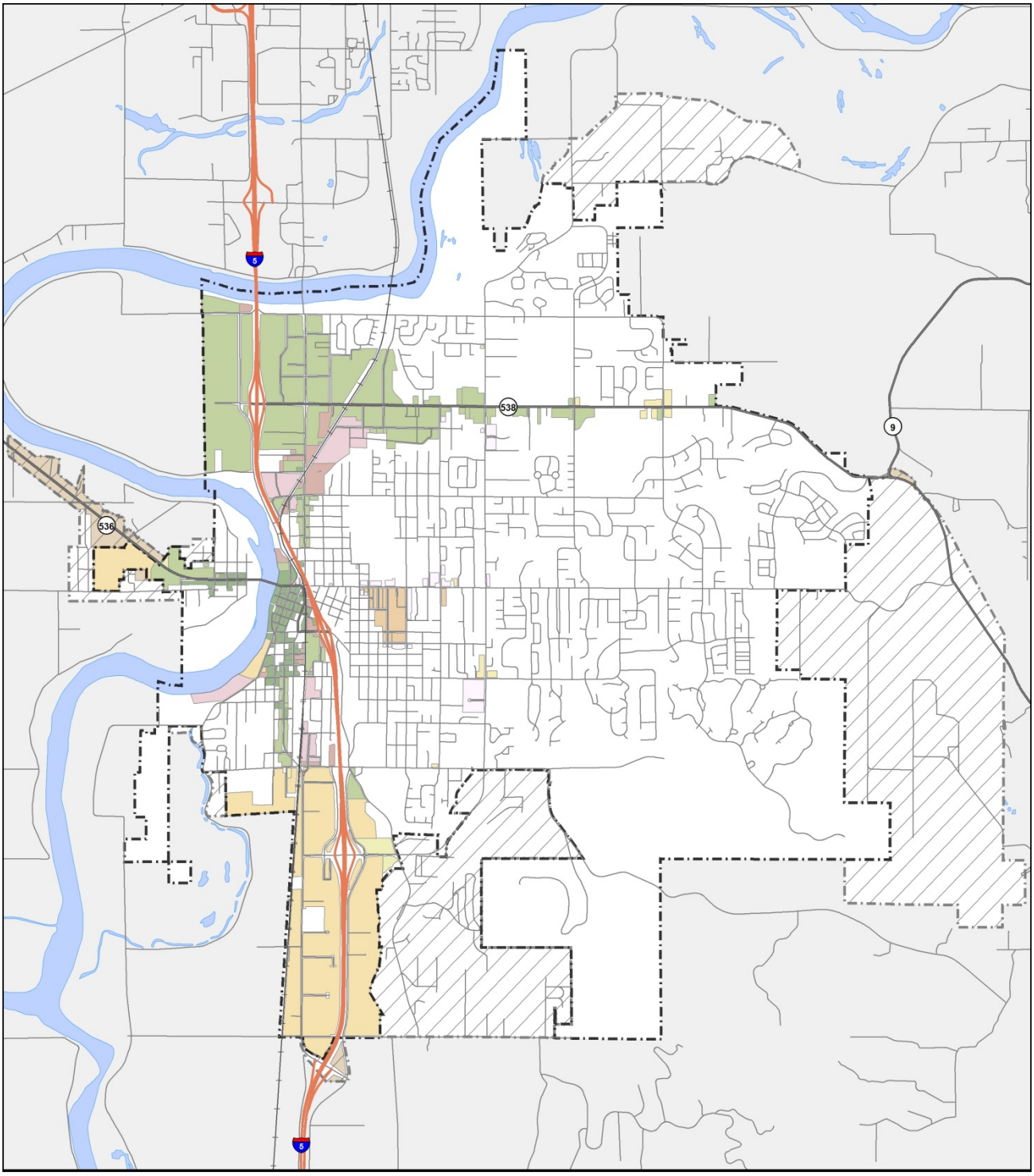
COMMERCIAL / INDUSTRIAL ZONES

The City has ten (10) commercial and industrial zoning districts that provide for a variety of building intensities and uses. These zones include the Health Care Development District (H-D), the Professional Office District (P-O), the Central Business District (C-1) which is mainly the historic downtown area surrounding 1st Street and areas on the west side of the Division Street bridge, the General Commercial District (C-2) which is the zoning found predominately along College Way and Riverside Drive, the Community and Neighborhood Commercial Districts (C-3 and C-4 respectively), the Commercial-Limited Industrial District (C-L) which South Mount Vernon is mostly comprised of, the Light Manufacturing and Commercial District (M-1), and lastly the Industrial District (M-2). **Map 6.0** shows the location of these commercial/industrial parcels.

To begin the analysis of the commercial/industrial zones the following bulleted list of data was collected. All of this data was and analyzed using Geographic Information System (GIS) software.

- Skagit County Assessor's tax parcels;
- Aerial photography produced in the Spring of 2013 and 2015;
- Zoning and Comprehensive Plan designations;
- Physical improvements on the site (building(s), parking lot(s), etc);
- Parcel size; and,
- Approximate square footage of critical areas including wetlands, streams, floodways or areas of geologic hazard, and their associated buffers. Please see the section labeled: *Critical Areas and their Buffers*, for additional information on how these areas were identified and quantified.

Following the collection of the above-listed data twenty percent (20%) of the gross site area was subtracted out to account for access ways and stormwater facilities. The remaining square footage was then tabulated.



Map 6.0 - Commercial / Industrial Parcels

City of MOUNT VERNON

City Boundary
UGA Boundary
Commercial Industrial Zone in UGA

Zoning Designations
C-1 C-2 C-3 C-4 C-L H-D L-C M-1 M-2 P-O

N

0 0.5 1
Miles

Map by MV GIS 3/31/2016

The twenty percent (20%) that is taken out of the square footage for access ways and stormwater facilities was determined by evaluating 11 commercial/industrial developments within the City that were built or planned between 1997 and 2009. **Table 3** in **Attachment 1** contains a list of these developments and the area that was used for their particular access way and stormwater facilities. What was found is that an average of seven percent (7%) of these sites was encumbered with public or private roads or driveways; and that an average of eight percent (8%) of these sites was occupied with stormwater facilities. This means that an average of fifteen percent (15%) of these developments was comprised of access ways and stormwater facilities. As with the residentially zoned lands; the percentage of future sites that would be taken up with larger stormwater facilities that will be constructed due to the new stormwater regulations that the City adopted in 2009. As such, the future coverage for access ways and stormwater facilities was increased from fifteen percent (15%) to twenty percent (20%).

The placement of existing structure(s), the parcel geometry, and location of on-site critical areas and their associated buffers was also evaluated to make sure that these factors did not prevent additional development on these parcels. This was done because there were parcels where even through there appeared to be enough square footage for either an expansion of an existing building or for a new building to be constructed, these factors would prohibit it.

Section 3.2 discussed the additional multi-family units that will be created as part of the City's Downtown & Waterfront Master Plan; however, additional commercial property will also be created in this area. A total of 3.2 new acres of commercial property (zoned C-1) will be created as part of this plan. This additional C-1 acreage has been added as part of this analysis.

For illustrative purposes, on the following page is a simplified flow chart that identifies the steps that were completed to determine the amount of potential additional developable commercial/industrial property.

4.1 MARKET FACTOR/LAND IN HOLDING

The market factor discussion found above in **Section 3.3** also applies to commercial and industrial lands just like it does for residentially zoned property. For this analysis a fifteen percent (15%) market factor reduction for commercial/industrial zoned lands was applied, which is less than the 20% market factor applied to residentially zoned lands.

This market factor was chosen to match the market factor that E.D. Hovee and Associates used within their September 2006 report entitled, "City of Mount Vernon Commercial & Industrial Land Needs Analysis". The justification for this market factor is fully outlined within this report that accompanies the Land Use Element of the Comprehensive Plan labeled as **Appendix C.**

4.2: COMMERCIAL/INDUSTRIAL SUMMARY

Table 1.5 summarizes the acres of additional commercial and industrial land available for development in the City of the 20-year planning horizon using the above-outlined buildable lands methodology.

Map 7.0 shows the location of the parcels where additional commercial/industrial development is possible.

TABLE 1.5: COMMERCIAL/INDUSTRIAL SUMMARY

	2,000 to 10,000 s.f.	> 10,000 s.f. to 1-acre	> 1-acre to 5-acres	> 5-acres
Commercial[1]	5.5 acres	23.1 acres	14.6 acres	25.3 acres
Industrial[2]	5.9 acres	27.9 acres	65.9 acres	6.7 acres
Healthcare District	.42 acres	.82 acres	NA	NA
Downtown Waterfront	NA	NA	3.2 acres	NA
UGA Commercial/Industrial	1.2 acres	6.3 acres	9.9 acres	0
TOTALS:	**13 acres**	**58 acres**	**93.6 acres**	**32 acres**

[1] Includes C-1, C-2, C-3, C-4, LC, P-O, and R-O zones
[2] Includes C-L, M-1 and M-2

Verifying whether or not the City has enough land for commercial and industrial uses over the 20-year planning horizon is much more difficult to ascertain than the residential determination is. Part of the reason this is more difficult is because the different commercial and industrial land uses that are allowed in these zones produce vastly different numbers of jobs. For example, in Mount Vernon, on average, a new mini storage facility provides .60 jobs per acre whereas a professional office creates approximately 16 jobs per acre. With jobs data from the Employment Security Department (ESD) the City was able to calculate jobs per acre ratios for different types of commercial/industrial land uses within the City. A representative sample of these ratios is contained in **Table 1.6** below.

TABLE 1.6: JOBS PER ACRE SUMMARY

LAND USE	DESCRIPTION	JOBS PER ACRE
Retail	Auto oriented retail uses located on sites 1 to 2 acres in size	13
Hotels	Auto oriented hotels with at least 50 rooms	13
Vehicle Sales	Vehicle sales lots on sites .50 to 4 acres in size	15
Mini Storage	Mini storage facilities on at least 4 acres	.60
Offices	Office uses on .50 to 2 acre sites	16
Services	Auto oriented services on sites .4 to 1 acre in size	13

Another factor making the determination regarding whether or not the City has enough commercial and industrial land more difficult is the fact that empty and under-utilized commercial/industrial buildings are not part of this specific analysis.

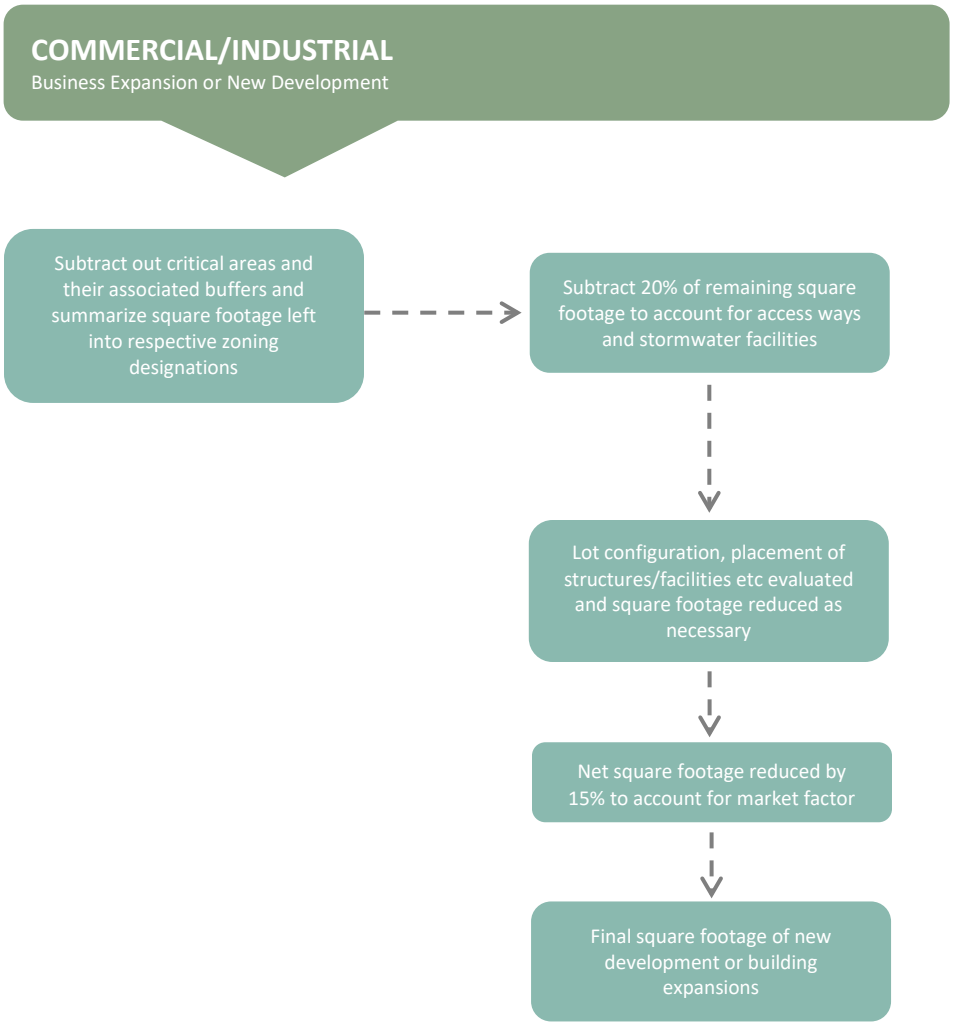
The City's employment target for the 2016 to 2036 planning horizon is 4,558 new jobs. If all of these new jobs were allocated to the 197-acres of vacant commercial/industrial land summarized in **Table 4.2**, in its entirety this acreage would need to produce, on average, 23 jobs per acre (4,558 ÷ 197 = 23) to produce the City's allocation of jobs over the next 20-years. Theoretically it is possible that this acreage could produce this number of jobs; however, given existing and historical trends it is unlikely.

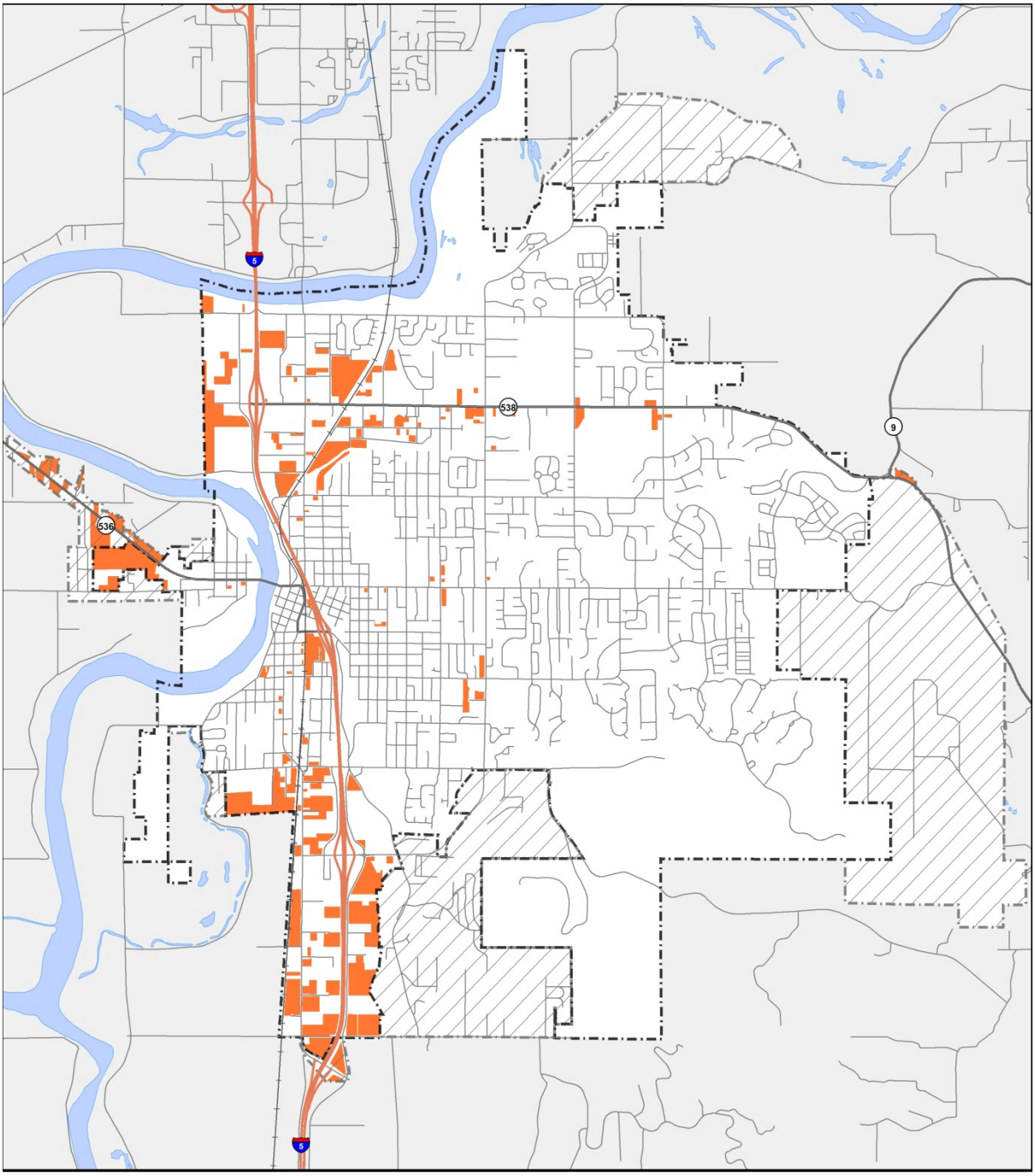
This means that the City needs to make sure that the commercial and industrial lands in the City are primarily used for job producing uses. Policies that prohibit the conversion of commercial/industrial properties to other uses, especially for housing, must continue to be enforced in the City. The City must also continue to look for creative ways to encourage higher density job producing business to locate in the City and to foster job producing uses in other zoning districts.

Attached as **Appendix C** to the Land Use Element of the City's Comprehensive Plan is a report completed by E.D. Hovee and Associates in 2006. This report contains additional background information and analysis with regard to the City's need for additional commercial and industrial land. This report also provides details with regard to where businesses will desire to be located (near Interstate-5) and the need for an inventory of larger commercial/industrial properties to attract higher job producing businesses.

The figure below provides an overview of how the City's commercial/industrial lands were treated through this analysis.

GRAPHIC 2.0: BUILDABLE LANDS PROCESS TO DETERMINE BUILDABLE COMMERCIAL AND INDUSTRIAL LANDS





Map 7.0 - Commercial / Industrial Parcels With Development Potential

City of MOUNT VERNON

City Boundary
UGA Boundary
Commercial / Industrial Parcels With Development Potential

N

0 0.5 1
Miles

Map by MV GIS 3/31/2016

5.0

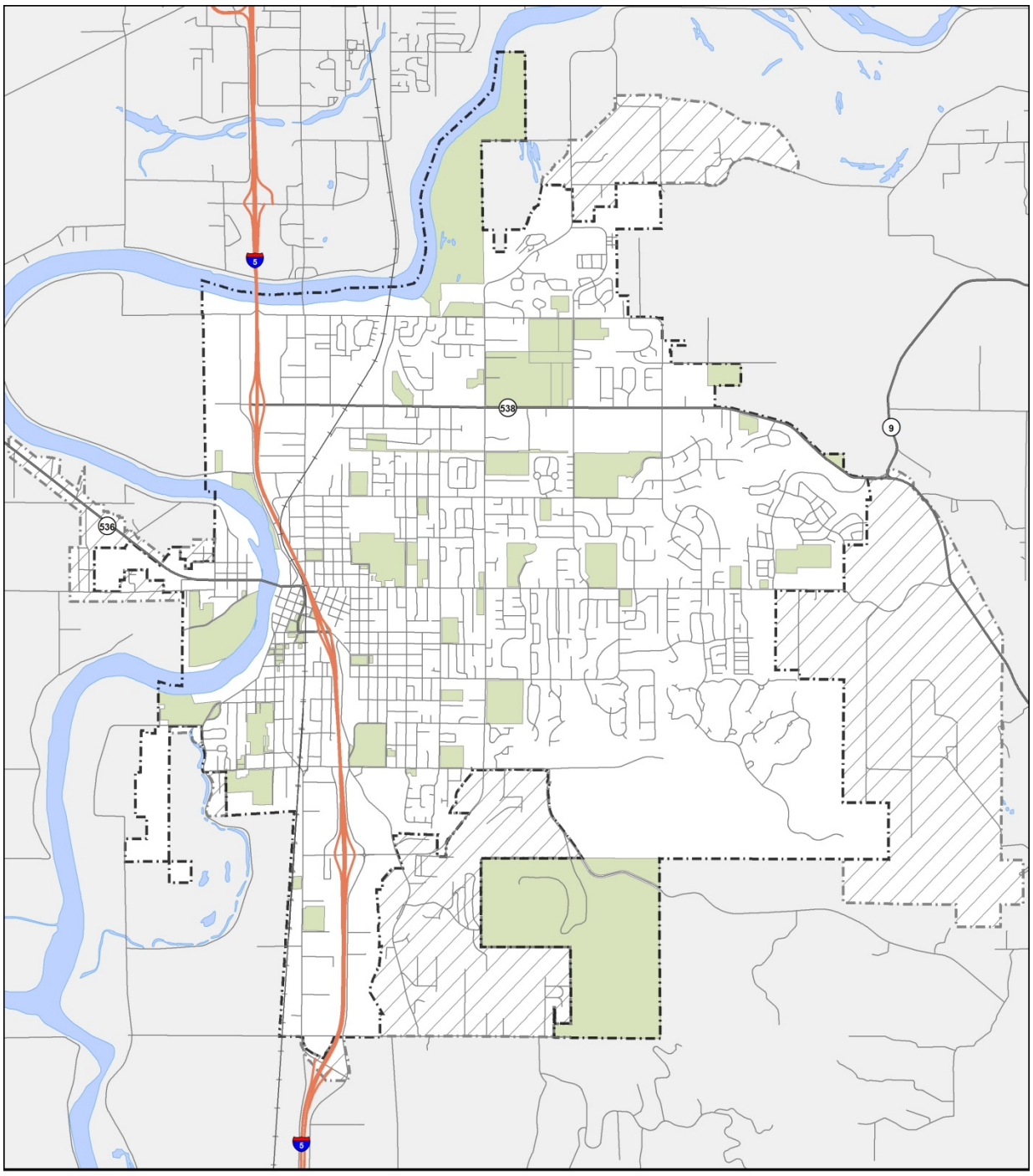
PUBLIC USES

In addition to the residential and commercial/industrial uses already discussed, the City also needs to quantify the amount of land currently occupied with public uses. In the City public uses generally have a zoning designation of Public (P) and associated Comprehensive Plan designations of: Government Center (G), Churches, Community College, Schools (CH, CC, S), Community Park, Neighborhood Park (CP) and Open Space/Cemetery (OS). **Map 8.0** shows the location of these public zones.

As with the other zoning designations discussed earlier within this report, a current Skagit County Assessor's parcel map, aerial photography that was taken for the City in the Spring of 2013 and 2015, and the City's critical area maps (discussed in detail in the 'Critical Areas and Buffers' section that follows) data was collected and stored in the City's Geographic Information System (GIS) and was analyzed using GIS software. This mapping data was supplemented with other Skagit County Assessor's data when necessary.

For each public zoned parcel (again, this is the G, CH, CC, S, CP, OS, and P districts) the following data was also collected and tabulated:

- Zoning and Comprehensive Plan designations; and,
- Parcel size.



Map 8.0 - Public Zones

City of MOUNT VERNON

City Boundary
UGA Boundary
Public Zoned Parcel

N

0 0.5 1
Miles

Map by MV GIS 3/31/2016

The publicly zoned areas were inventoried and tabulated; but not analyzed as areas for future development because a majority of the parcels analyzed showed that most of the site is currently utilized, or Master Plans have been completed showing that future development is envisioned; and, in the case of parks, the open space areas are just that, open space, where development will likely not occur. Cemeteries were also not considered as developable areas as it is likely that unused land within existing cemeteries will be used for future burial sites.

Following is additional information on parks, schools, municipal facilities, and other public uses that exist in the City.

PARKS, OPEN SPACE AND GREENBELTS. The Growth Management Act (GMA) requires, in part, that the City accommodate the growth allocated to the City and that the areas where this growth is planned must also include greenbelt and open space areas [RCW 36.70A.110(2)]. The City has adopted a Parks, Recreation, and Open Space Element in its Comprehensive Plan; however, this analysis did quantify the approximate locations and amounts of additional open space and greenbelt areas that will likely be preserved as undeveloped parcels are developed

Before future open space and greenbelt areas are discussed, it is important to point out that the City has an abundance of existing recreational opportunities and open spaces throughout the City. Currently the City is able to boast 860 acres of parks (developed and undeveloped) , 1,061 acres of resource conservancy areas, five (5) waterfront access sites, over five (5) miles of multi-purpose trails, 23 playgrounds, and two (2) swimming pool facilities.

Greenbelt and open spaces areas will be preserved throughout the City where new development occurs due (in part) to the amount of wetlands, streams, steep slopes, and floodways (plus the buffers that are associated with some of these critical areas) that are located throughout the City. The following section entitled “Critical Areas and their Buffers” fully explains how the location and amount of each of these critical areas was determined.

Additional greenbelt and open space areas will also be created with future developments as the City's landscaping code mandates that between seven (7) to 20 percent (7% - 20%) of the gross site area of all new developments be comprised of landscaped areas. The range in the amount of landscaping that is required depends on the zoning of a parcel, where commercial/industrial parcel require less landscaping; and residentially zoned parcel require more landscaping.

SCHOOLS. Educational facilities in the City are provided by both public and private schools. The public kindergarten through High School education is provided by Mount Vernon School District #320 (District). The district currently has six (6) elementary school sites (kindergarten through eighth grade), two (2) middle school sites (seventh and eighth graders) and one (1) high school site. The district also has four (4) additional facilities that provide operation support functions to the schools in the form of a central office, a special services office, a transportation facility and a maintenance facility.

There are two primary private schools in Mount Vernon including Mount Vernon Christian School and Immaculate Conception Regional School. Mount Vernon Christian School provides a kindergarten through high school education. Immaculate Conception Regional School provides kindergarten through eighth grade education.

The Mount Vernon School District works closely with the City of Mount Vernon in monitoring growth within the City. The District has prepared a Capital Facilities Plan (CFP) that the City has adopted as part of its Comprehensive Plan. Even though the District's CFP is a six (6) year plan it does include projected enrollment out to 2024. The District's enrollment and capacity data identify that two (2) new elementary school will be necessary over the planning horizon. The school district has already purchased two (2) ten acre sites (one on the south side of Swan Road and one on the north side of Division Street) that will someday become elementary schools. For the purposes of this analysis these two (2) sites were not considered for any other type of development except for schools.

Post-secondary education is provided in the City at Skagit Valley College where students can earn numerous different technical or professional certificates or an Associates Degree (2-year degree). The college completed a Master Plan in 2001 that was adopted by the City. This plan shows that the college will be able to accommodate future students within the boundaries of their current campus out to the year 2021 with new buildings and expansions within the campus. However, since the adoption of the College's 2001 Master Plan they purchased an additional neighboring 7.34 acre property in 2007 (located to the east of their existing campus abutting East College Way).

MUNICIPAL FACILITIES. A complete description of the City of Mount Vernon's Capital Facilities, Public Services and Utilities can be found in Chapter 7 of the City's adopted Comprehensive Plan. The City's existing facilities and the properties that they are located on should be able to accommodate the increased staffing and expansions that would be necessary to serve the increased development through 2036.

A major renovation to City Hall was completed in 2002, to the Police and Court Campus in 2009, and additional property was purchased around the existing wastewater treatment plant so that future expansions would be possible.

6.0

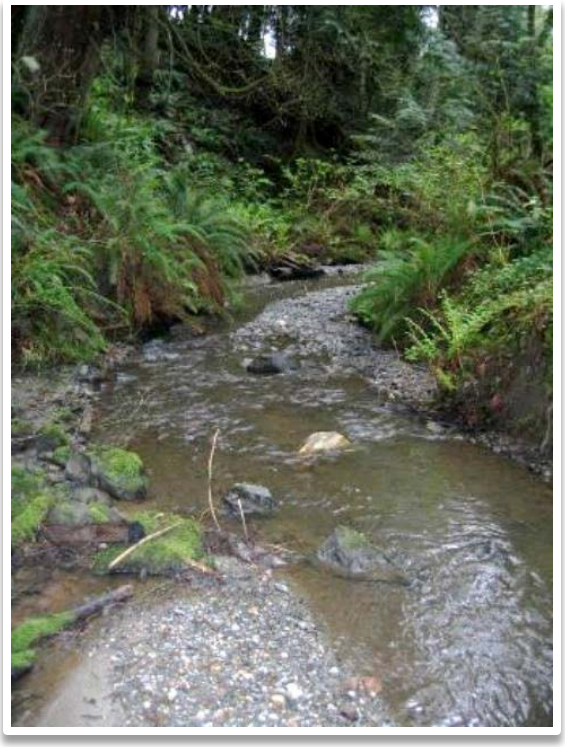
CRITICAL AREAS

The City has several mapping resources and tools that identify potential critical areas within the City. For the purposes of this inventory, the critical areas that were evaluated include streams, wetlands, floodways and steep slopes.

In 2007 when the City's new critical areas ordinance was approved a new, innovative approach to critical area buffers was adopted. This new method allows a property owner to choose between two (2) different approaches in complying with the critical areas ordinance. With the first approach a large buffer is placed around a critical area on a site and the owner doesn't need to do anything else but make sure that the buffer is left alone. The second approach is what is called the 'ecosystem alternative'. With the ecosystem alternative a property owner is able to buy down the big buffer, in exchange for enhancing the buffer that remains, and making sure that water quality facilities are installed on the site. The City then takes the money that the property owner pays to buy down their buffer and enhances a City restoration site within the same basin that the project site is located within. For the purposes of this analysis, these City restoration sites have not been counted as areas where any type of future development will be located.

Due to the different resource maps and information that the City has in its possession stream, wetland, floodways and steep slope areas and their associated buffers had to be dealt with a little differently. The following sections explain how each of these critical areas were inventoried and analyzed.

6.1: STREAMS



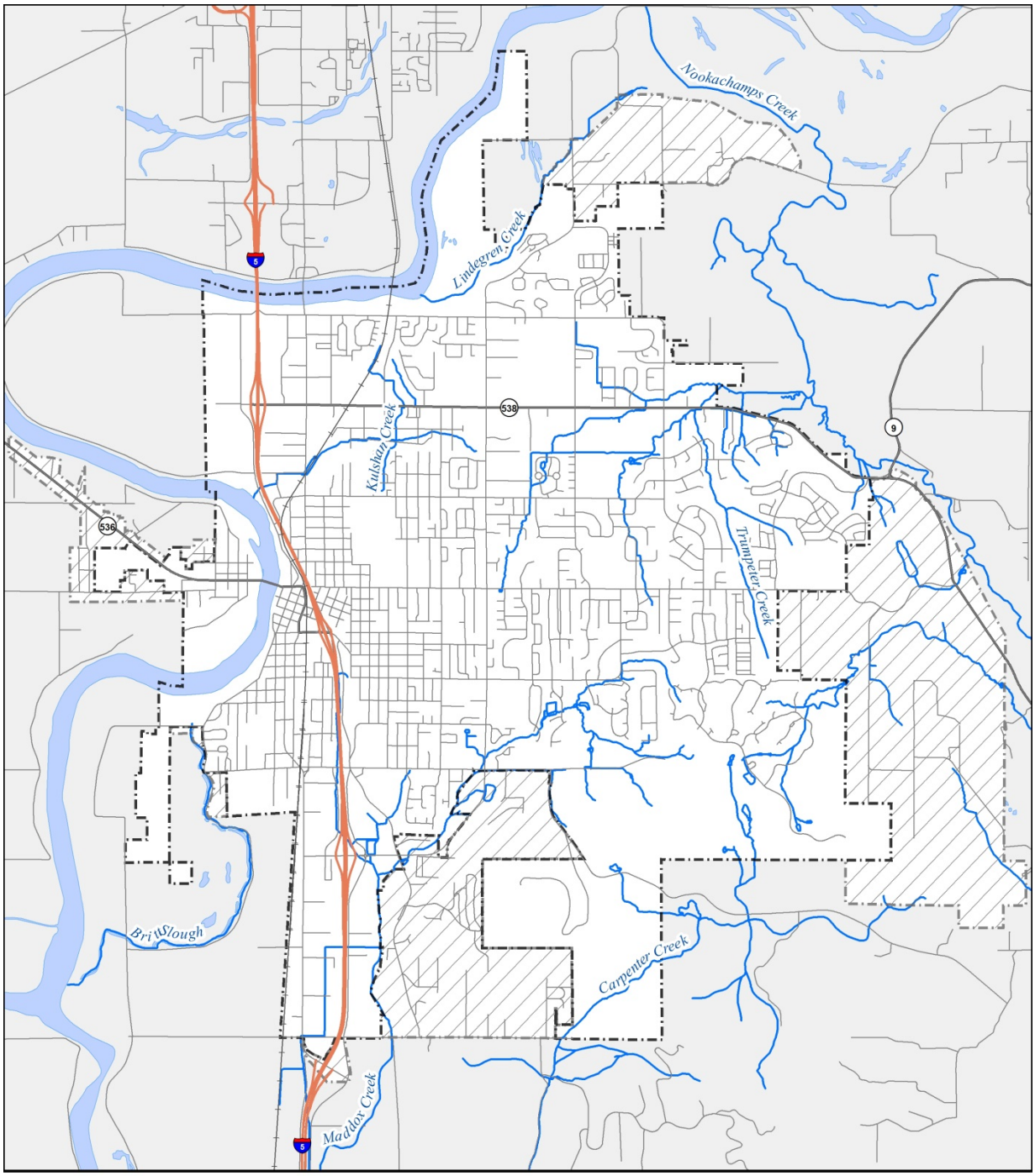
Starting in 2001 the City commissioned a series of reports to inventory the stream systems in the City. These reports have resulted in a majority of the City's stream segments being physically walked by biologists from their confluence to their headwaters. With these different reports, done over time, the City has amassed an array of information about the City's streams including, but not limited to, the following data: potential fish barrier locations and types, stormwater outfall locations and types, water type, sub-basin location, descriptions of whether the system is natural or maintained, gradient, channel width, channel slope, channel composition, and the presence of fish or not.

Even though the City has a way to reduce stream buffers on private property (the ecosystem approach) a conservative approach was taken when evaluating the City's buildable land abutting streams. Along with the width of the stream itself, the following stream buffers were assumed to be unbuildable and netted out of residential and commercial/industrial lands within this analysis.

Map 9.0 shows the location of the City's regulated streams that have, to-date, been identified.

TABLE 1.7: STREAM BUFFERS USED

WATER TYPES	ATTRIBUTES	BUFFER WIDTH STANDARD
F	Fish Habitat Waters	150 feet
Np	Year-Round, Non-fish Habitat	50 feet
Ns	Seasonal, Non-fish Habitat	35 feet



Map 9.0 - Streams

City of MOUNT VERNON

City Boundary
UGA Boundary
Streams

0 0.5 1
Miles

Map by MV GIS 3/31/2016

To illustrate how conservative this approach is **Table 1.8** identifies the maximum stream buffer reductions that could be approved by City should an applicant choose to use the City's ecosystem alternative codified within the Mount Vernon Municipal Code.

TABLE 1.8: ECOSYSTEM ALTERNATIVE STREAM BUFFERS

WATER TYPES	ATTRIBUTES	BUFFER WIDTH ECOSYSTEM
F	Fish Habitat Waters	25 to 50 feet
Np	Year-Round, Non-fish Habitat	25 to 50 feet
Ns	Seasonal, Non-fish Habitat	25 feet

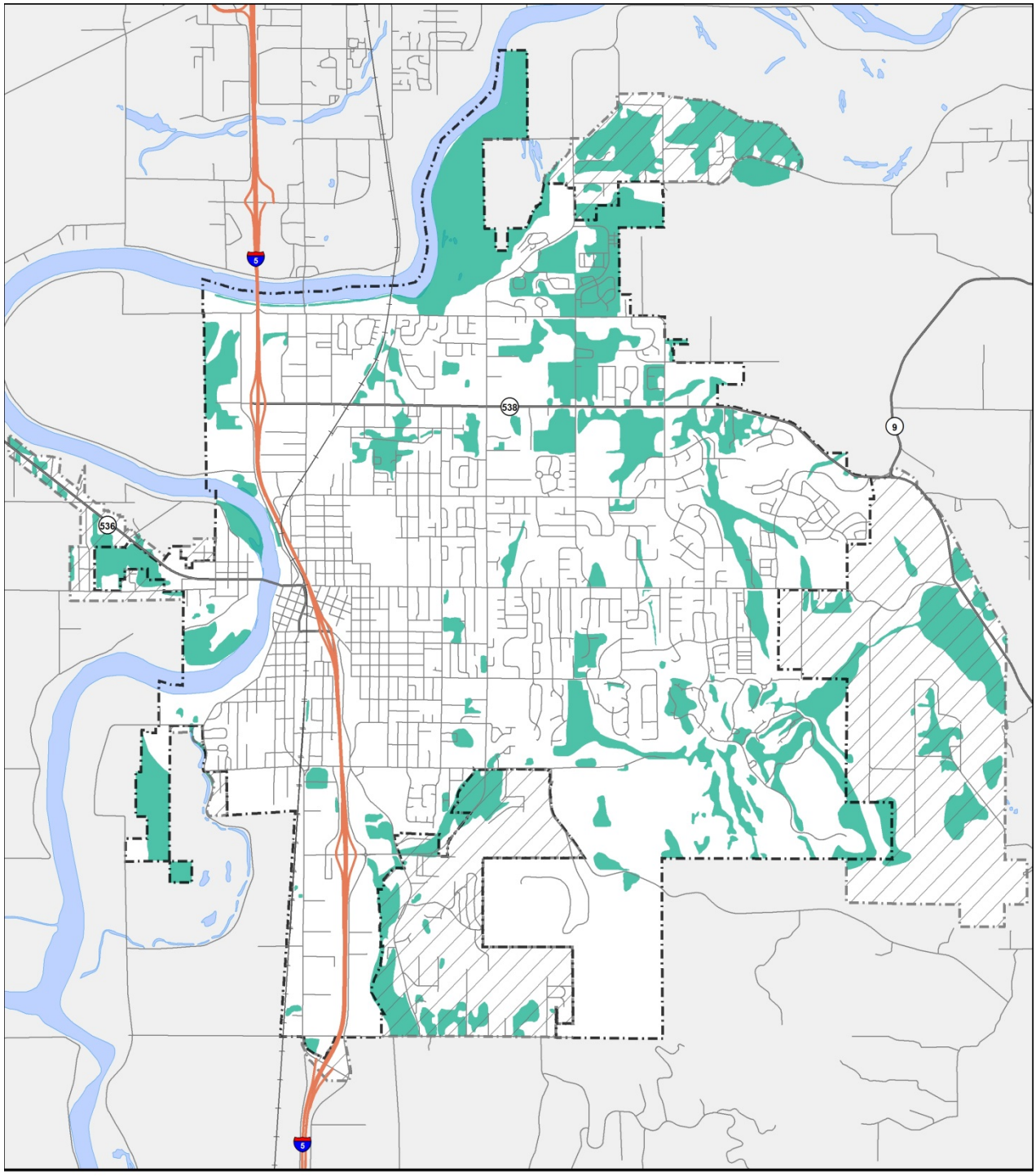
6.2: WETLANDS

The location and extent of wetlands proved to be the most difficult element to factor into the buildable lands analysis. This information was difficult to use because it is far more general than the stream, floodway or steep slope information is.

The reconnaissance level wetland mapping that the City has is a compilation of soil information from the U.S. Soil Conservation Service, the National Wetland Inventory maps, the Department of Natural Resources mapping, actual delineation reports previously submitted to the City, aerial photography, and windshield surveys by biologists. Map 10.0 shows the location of these potential wetland areas.

Comparing the wetlands shown on the City's wetland inventory mapping and actual wetland reports and delineations that the City has on file, overwhelmingly demonstrates that the wetland inventory maps identify far more wetland areas on a site than what is actually found when the site is evaluated by a biologist.

Since the wetland mapping is such a general tool, when a recent wetland analysis was on file with the City, this more accurate information was used with regard to the location and extent of wetlands.



Map 10.0 - Potential Wetland Areas

City of MOUNT VERNON

City Boundary
UGA Boundary
Potential Wetland Area

0 0.5 1
Miles

Map by MV GIS 3/31/2016

Table 5 in **Attachment 1** contains a table of 36 plats, P.U.D.s and developments, that cover 478-acres throughout different geographic parts of the City; and compares the percentage of the site shown as wetlands by the City's wetland mapping and the known percentage of wetlands that have actually been delineated on each site. Of the 36 developments that are listed in **Table 5**, the average percent of delineated wetlands was found to be 5%; whereas, the City's mapping indicated that 61% of these same sites could be encumbered with wetlands. Additionally, the 5% of the developments that were found to have delineated wetlands on them is slightly high as five (5) of the wetland areas listed within these developments also include their associated buffers because they (the wetland and its buffer) could not be accurately separated.

Because of the significantly stronger trend of the City's maps to identify more wetland areas than actually exist, and because a property owner could go through the necessary steps to obtain approvals from the Corps of Engineers and the Department of Ecology to fill portions of wetlands that may exist on their property, it was assumed that if a wetland was shown as potentially existing on a parcel fifty percent (50%) of what was shown was considered undevelopable. This means that the 50% would also account for buffers that would be required according to the City's development regulations.

If the City's mapping did not indicate that a wetland could be present, it was assumed that there were not wetlands on that site. But, before incorporating this assumption into this buildable lands methodology aerial photography and existing developments were analyzed to make sure that the City general wetland mapping did not miss any areas of the City where wetlands might exist.

After an exhaustive search for other potential wetland areas within the City, it was determined that this approach was reasoned and supportable. It simply did not make good sense to assume that wetlands might be present where they are clearly not. The areas where the City's mapping does not indicate potential wetlands are generally areas that have been built out with widespread existing impervious surface areas, such as the City's historic downtown and the residential areas on the hillsides to the east of Interstate-5.

Similar to the stream buffer regulations described in the section above, the City's critical area code also contains a 'big buffer' and an 'ecosystem alternative' approach to wetland buffers. The following tables outline the wetland buffers required with the City's standard and ecosystem alternative wetland buffers.

TABLE 1.9: WETLAND BUFFERS

WETLAND CATEGORY	STANDARD BUFFER
I	200 ft.
II	100 ft.
III	75 ft.
IV	50 ft.

TABLE 1.10: ECOSYSTEM WETLAND BUFFERS

WETLAND TYPES	BUFFER WIDTH ECOSYSTEM
II	25 to 75
III	25 to 75
IV	25 to 37.5

It is important to mention that the City does have an approved wetland mitigation bank that can be used to mitigate wetland impacts on property within the City. The Nookachamps Mitigation Bank is located on 267± acres (partially in the City and partially in Skagit County).

This means that a developer has four (4) options with regard to how wetland(s) on their property can be treated. A developer could use the City's 'big buffer' program, they could buy the buffer down with the 'ecosystem alternative', they could purchase wetland credits from the Nookachamps Mitigation bank, or they could go through the Federal, State, and local processes to fill all or portions of the wetlands on their site.

Lastly, the portion of this wetland bank that is located within the City limits was not considered as an area where future development would be located.

6.3: FLOODWAYS

Areas located on the water side of the existing levee system in Mount Vernon were considered by this analysis as floodways; even though they are not officially mapped as such by the Federal Emergency Management Agency (FEMA) on the City's Flood Insurance Rate Maps (FIRM). The City's regulated floodways are shown on **Map 11.0.**

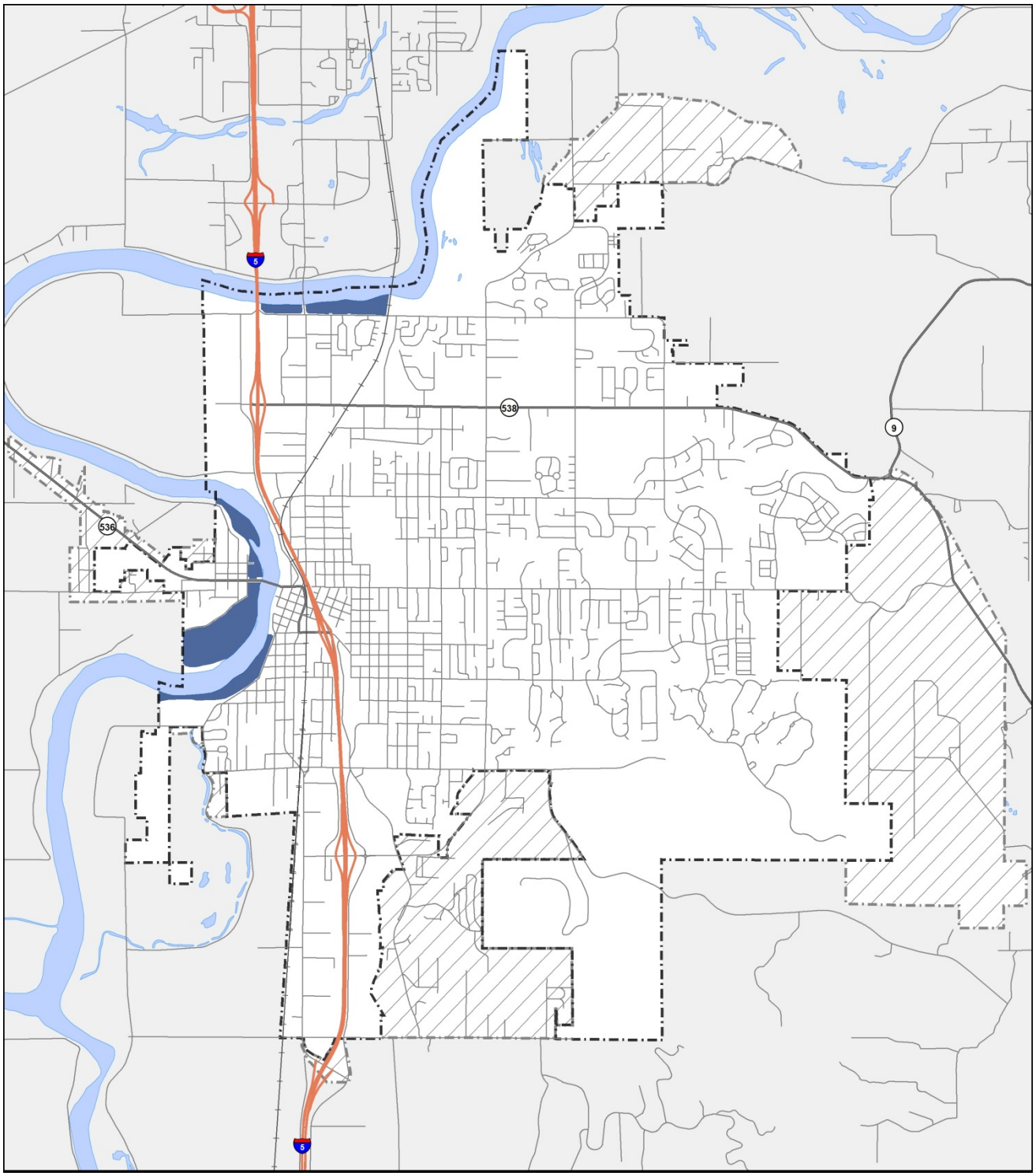
Since there is existing development within these areas, this development was inventoried and tabulated; however, it was assumed that no new development would occur.

There is one geographic area on the landward side of the existing levee, which is located to the north of Hoag Road, east of Interstate-5 and west of the Burlington-Northern railroad tracks that was not considered as an area where additional homes would be constructed due to the close proximity of the existing levee system to the Skagit River. The analysis only inventoried and tabulated the existing homes in this area.

6.4: STEEP SLOPES

Digital orthophotographic mapping was created for the City in the summer of 2000 by Entranco and Triathlon Mapping. This mapping was then used to create topographic maps for the City. The digital topographic maps were utilized to identify slopes over forty percent (40%) that were then considered undevelopable for this inventory.

In addition, a 25-foot buffer from the top, toe and sides of any areas with a slope over forty percent (40%) was also deemed undevelopable. Slopes over 40% are shown on **Map 12.0**.



Map 11.0 - Floodways

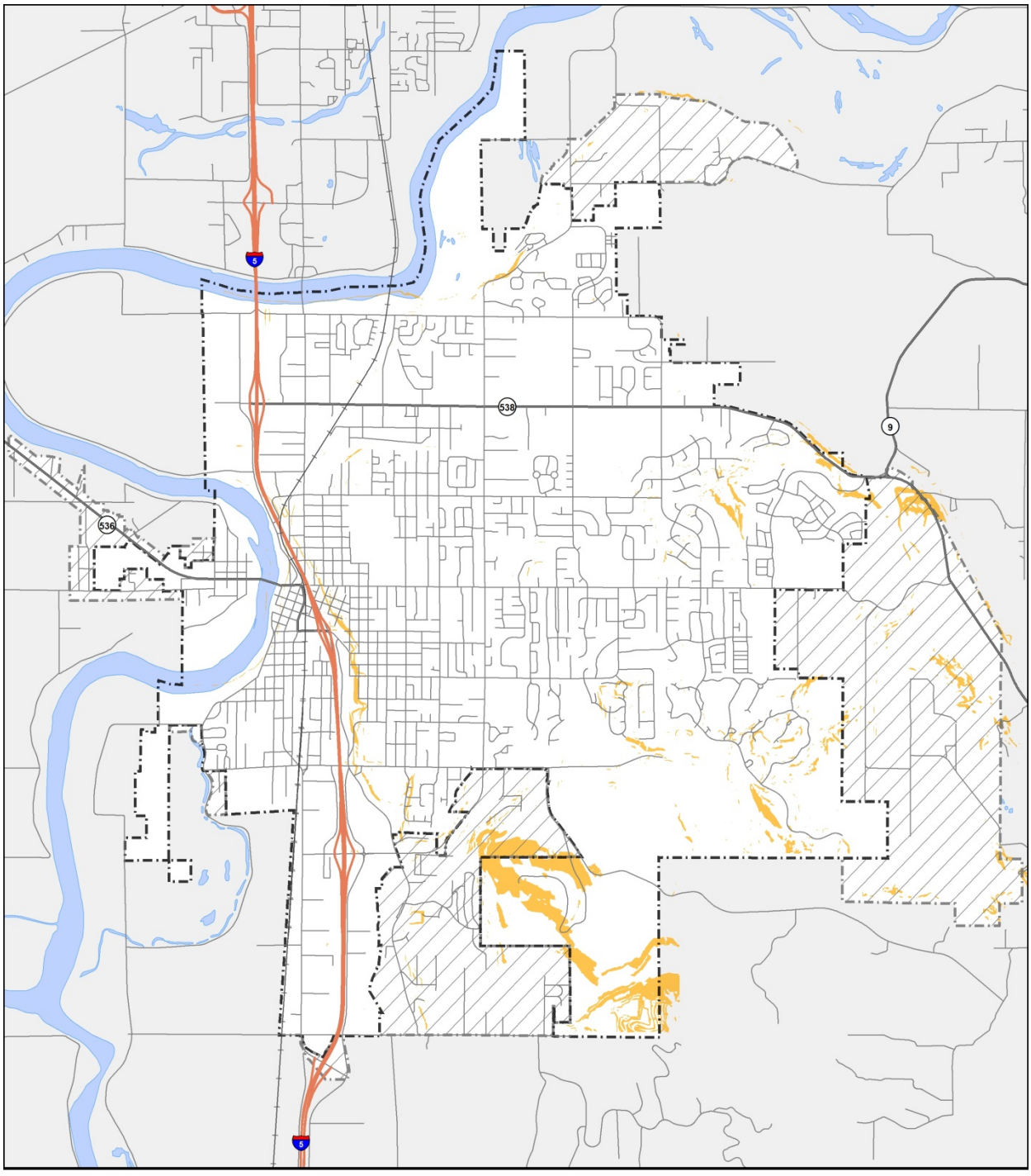
City of MOUNT VERNON

City Boundary
UGA Boundary
Floodways

N

0 0.5 1
Miles

Map by MV GIS 3/31/2016



Map 12.0 - Steep Slopes

City of MOUNT VERNON

City Boundary
UGA Boundary
Steep Slopes (>40%)

N

0 0.5 1
Miles

Map by MV GIS 3/31/2016

7.0

RESULTS & CONCLUSIONS

Table 1.11 identifies the different land uses in the City and the amount of land available for development and/or the number of dwelling units that could be constructed.

What is clear from this table is that the City is easily able to accommodate its expected additional population over the planning horizon. In fact, nearly ninety-percent (90%) of the needed dwelling units can be housed within the existing City limits.

What is also clear is that the City may not have enough commercial or industrial land to meet future employment growth. In fact, the 2006 E.D. Hovee report, "City of Mount Vernon Commercial & Industrial Land Needs Analysis" (attached as **Appendix C** to the City's Land Use Element) states that the City needed an additional 809 gross acres of commercial/industrial lands when this report was completed in 2006.

The methodology used in determining how many additional dwelling units could be created, and the available acreage of commercial and industrial lands, is explained in detail in the foregoing analysis; however, keep in mind that areas to account for future roads (including arterials, neighborhood, collector, access ways, and private streets), stormwater facilities (including larger facilities to take into account newer regulations), critical areas and their associated buffers, neighborhood parks, schools, and market factors have all been netted out.

TABLE 1.11: BUILDABLE LAND RESULTS

		IN CITY[2]	UGA[2]	UNITS BEFORE MARKET FACTOR REDUCTION	20% MARKET FACTOR REDUCTION	TOTAL UNITS
RESIDENTIALLY ZONED LANDS	Single-Family[1] Residential	1,282	5,355	6,637	< 1,328 >	5,309
	Multi-Family Residential[3]	345	0	345	< 69 >	276
	Existing Pipeline Developments[4]	1,888	0	1,888	NA	1,888
	Downtown Master Plan Units	450	NA	450	NA	450
	Mixed Use Units[5]	69	NA	69	< 14 >	55
	Transfer of Development Rights	135	0	135	NA	135
	ADUS/Duplexes	67	0	67	< 13 >	54
	TOTALS:	4,236	5,355	9,591	< 1,424 >	8,167

		2,000 to 10,000 s.f.	> 10,000 s.f. to 1-acre	> 1-acre to 5-acres	> 5-acres
COMMERCIAL/INDUSTRIAL LANDS	Commercial[1]	5.5 acres	23.1 acres	14.6 acres	25.3 acres
	Industrial[2]	5.9 acres	27.9 acres	65.9 acres	6.7 acres
	Healthcare District	.42 acres	.82 acres	NA	NA
	Downtown Waterfront	NA	NA	3.2 acres	NA
	UGA Commercial/Industrial	1.2 acres	6.3 acres	9.9 acres	0
	TOTALS:	13 acres	58 acres	93.6 acres	32 acres

City of MOUNT VERNON

Attachment 1

TABLES REFERENCED WITHIN ANALYSIS

TABLE 1: SHORT PLAT

ROAD RIGHT-OF-WAY AND DETENTION POND PERCENTAGES[1]

SHORT PLAT APPLICATION NAME	LOCATION SEC/TWP/RGE	SITE AREA	# OF LOTS IN PLAT	DETENTION POND SIZE	% OF SITE TAKEN UP WITH POND
Spiller – LU05-012	16 / 34N / 04E	.42 acres	2	None Required	0%
Broman – LU05-058	20 / 34N / 04E	.79 acres	5	N/A Vault Under Road Constructed	0%
Monte Vista – LU05-076	15 / 34N / 04E	10.28 acres	4	.04 acre	.4%
Woodmansee - LU05-078	22 / 34N / 04E	2 acres	6	None Required	0%
Zylstra – LU05-101	20 / 34N / 04E	.57 acres	4	None Required	0%
B & M – LU05-102	20 / 34N / 04E	.44 acres	2	None Required	0%
Ash – LU06-033	29 / 34N / 04E	.88 acres	2	None Required	0%
Davis/Hansen – LU06-056	15 / 34N / 04E	.65 acres	2	None Required	0%
Hoyt – LU06-082	15 / 34N / 04E	1.66 acres	5	.07 acre	4%
Monte Vista (Eyre) – LU06-084	15 / 34N / 04E	1.28 acres	3	None Required	0%
Murphy – LU07-046	8 / 34N / 04E	5.93 acres	4	None Required	0%
Ash – LU07-049	29 / 34N / 04E	1.34 acres	5	Underground plus .04 acre	3%
Pederson – LU07-051	21 / 34N / 04E	1.44 acres	4	None Required	0%
Wharton – LU07-064	22/ 34N / 04E	.94	3	None Required	0%
Nielsen – LU08-025	20/ 34N / 04E	.29	2	None Required	0%
BYK – LU09-021	20/ 34N / 04E	.37	2	None Required	0%
Skjei – LU09-038	9/ 34N / 04E	9.74	4	None Required	0%
McMonagle Short Plat – PL15-099	28 / 34N / 04E	.65 acre	2	None Required	0%
Overall Average:					**.41%**

[1] All of the short plats listed are either final, have received preliminary plat approval, or have been reviewed for technical completeness with their density and infrastructure approved in concept.

TABLE 2: STANDARD PLATS (NOT SHORT PLATS)[1]

ROAD RIGHT-OF-WAY AND DETENTION POND PERCENTAGES

PLAT NAME	LOCATION SEC/TWP/RGE	SITE AREA	# OF LOTS	RIGHT-OF-WAY (ROW)	% OF SITE IN ROW	POND SIZE[2]	% OF SITE POND
Spinnaker Cove Division 2	15/ 34N / 4E	6.47 acres	14	.87 acre	13%	*	*
Gilberts Addition	21 / 34N / 4E	5.29 acres	23	.46 acre	9%	*	*
Kulshan Ridge PUD	17 / 34N / 4E	7.67 acres	33	1.16 acres	15%	.79	10%
Rosewood PUD	9 / 34N / 4E	37.02 acres	248	7.7 acres	21%	1.62	4%
Trumpeter Meadows	16 / 34N / 4E	8.4 acres	34	1.5 acres	18%	.4	5%
Eastgate South	31 / 34N / 4E	7.8 acres	27	1.29 acres	17%	.43	6%
Northwoods Plat	9 / 34N / 4E	9.7 acres	33	1.9 acres	20%	*	*
Big Fir North PUD	28 / 34N / 4E	12.87 acres	48	3.2 acres	25%	.52 acre	4%
Big Fir South PUD	28 / 34N / 4E	9.9 acres	33	1.4 acres	14%	.51 acre	5%
Trumpeter Meadows Phase 2	16 / 34N / 4E	3.9 acres	15	.68 acre	17%	.36	9%
Montreaux PUD	22 / 34N / 4E	33.9 acres	120	3.47 acres	10%	*	*
Iris Meadows TDR Plat	28 / 34N / 4E	12.7 acres	58	2.13 acres	17%	.6	5%
Hanson Heights Plat	21 / 34N / 4E	7.2 acres	18	1.39 acres	19%	*	*
Summerlyn Plat	30 / 34N / 4E	1.66 acres	11	.14 acre	8%	.09 acre	5%
Hillcrest Landing Plat	29 / 34N / 4E	7.56 acres	33	1.09 acres	14%	.20 acre	3%
Cedar Heights West	22 / 34N / 4E	8.2 acres	38	1.17 acres	14%	*	*
Cedar Heights PUD I LU05-010	22 / 34N / 4E	41 acres	221	6.77 acres	17%	*	*
Cedar Heights PUD, Phase II (now Woodside) LU07-009	22 /34N/ 4E	37.6 acres	197	6.3 acres	17%	*	*
Highland Greens Division 1 LU04-093	09 /34N/ 4E	23.7 acres	114	5.1 acres	22%	*	*
Highlands West (Twin Brooks)	22 /34N / 4E	40.2 acres	76	4.3 acres	11%	.55 acre	1.4%
Parkwood Creek (Twin Brooks 1)	22 /34N / 4E	5 acres	11	.56	11%	.22 acre	4%
Trumpeter Place LU07-023	15 /34N / 4E	16 acres	76	1.94	12%	1.3 acres	8%
Jacosa Lane	16 / 34N / 4E	3.37 acres	19	.75 acre	22%	.15 acre	5%

Pinnacle Resources	09 / 34N / 4E	2.9 acres	12	.45 acre	16%	*	*
Digby Heights TDR Plat	21 / 34N / 4E	32.50 acres	147	4.6 acres	14%	.64 acre	2%
Nordic Landing Phases 1 and 2	16 / 34N / 4E	21.5 acres	73	3.3 acres	15%	.41 acres	2%
Overall Averages:					**15.7%**		**4.9%**

[1] All of the plats listed are either final, have received preliminary plat approval, or have been reviewed for technical completeness with their density and infrastructure approved in concept.

[2] Does not include low impact development facilities

* Drains to combined system, or detention not required, % not accurate representation

TABLE 3: COMMERCIAL/INDUSTRIAL DEVELOPMENTS WITH INFRASTRUCTURE

BSP NAME AND LOCATION (SEC/TWP/RGE)	SITE ZONING & SITE AREA	NUMBER OF LOTS CREATED	AREA OF ROAD R-O-W OR ACCESS EASEMENT(S)	% OF SITE ENCUMBERED BY R-O-W	AREA OF STORMWATER FACILITIES	% OF SITE STORMWATER FACILITIES
Western Peterbilt BSP L99-0003 32/34N/4E	C-L 21.35 acres	9	1.14 acres	5%	2.35 acres	11%
Anderson Road, LLC PL03-0071 29/34N/4E	C-L 7.5 acres	4	.40 acre	5%	.47 acre	6%
Hilde Commercial Facility 97-0361 29/34N/4E	C-L 24 acres	12	1.27 acres	5%	1.69 acres	7%
Dimensional Communications 32/34N/04E	C-L (rezoned in 2009) 7.65 acres	3	.45 acre	6%	.40 acre (pond plus underground storage)	5%
REO Family Properties LU05-035 34/34N/04E	C-L 24 acres	12	1.11 acres	5%	.79 acre	3%
Smith/Burkland LU06-060 31/34N/04E	C-L 12.8 acres	6	.37 acre	3%	.43 acre	8%
UBSTRD, LLC LU07-039 15/34N/04E	C-4 1.38 acres	2	0 acres	0% (Waugh already built)	.22 acre storm	16%
Peterson LU09-022 31/34N/04E	C-L 6.47	4	.50 acre	8%	.39 acre	6%
WinCo Foods LU09-045 17/34N/04E	C-2 19.8 acres	9	1.4 acres	7%	1.44 acres (using 2005 DOE manual)	7%
Swanson LU09-037 17/34N/04E	C-2 1.46acres	3	.25 acre	17%	.14	10%
Watson LU09-045 18/34N/04E	C-2 4.25 acres	2	.55 acre	13%	.15 acre	4%
AVERAGES:				**7 %**		**8 %**

TABLE 4: COMMERCIAL/INDUSTRIAL LOT SIZE SUMMARY

BSP NAME	SITE ZONING	NUMBER OF LOTS CREATED	SIZE OF LOTS CREATED
M.G. Hollander, etal MV-3-93 18, 34N, 4E	C-2	4	1.5 acres 3.4 acres 2.1 acres 1.9 acres
Alvin R. Aiken MV-2-94 17, 34N, 4E	C-2	2	.23 acre .36 acre
College Way Marketplace MV-1-94 18, 34N, 4E	C-2	14	5.0 acres .40 acre .87 acre .69 acre .77 acre .65 acre 3.9 acres 1.4 acres .74 acre .72 acre 4.3 acres 4.3 acres 4.2 acres 1.0 acre
Dai Sung Enterprise MV-1-99 18, 34N, 4E	C-2	4	1.7 acres .63 acre .52 acre .52 acre
Keith S. Johnson BSP 5-99 17, 34N, 4E	C-2	2	.98 acre 1.2 acres
Olsen College Way Property, LLC MV-3-00 17, 34N, 4E	C-2	2	.84 acre .82 acre
Mount Vernon Elks Lodge MV-4-01 18, 34N, 4E	C-2	3	2.4 acres .86 acre 1.2 acres
Jefferson Land Company, LLC MV-BSP-02-001 17, 34N, 4E	C-2	5	.81 acre 1.43 acres .48 acre .48 acre .48 acre
Scott Wammack MV-01-03BSP 17, 34N, 4E	C-2	2	.57 acre .77 acre
Riverside Business Park – BSP MV-01-01 17, 34N, 4E	C-2	1	.76 acre

BSP MV 1-98 BSP 17, 34N, 4E	C-2	7	.45 acre .40 acre .61 acre .61 acre .61 acre .36 acre .36 acre
Riverside Business Park – BSP MV-01-01 17, 34N, 4E	M-1	2	.84 acre 1.1 acres
Western Peterbilt BSP L99-0003 32, 34N, 4E	C-L	9	1.0 acre 1.0 acre 1.1 acres 1.8 acres 1.0 acre 1.0 acre 1.0 acre 4.5 acres 4.5 acres
Anderson Road LLC PL03-0071 29, 34N, 4E	C-L	4	1.6 acres 1.7 acres 1.3 acres 1.5 acres
Hilde Commercial Facility BSP 97-0361 29, 34N, 4E	C-L	12	.92 .6 1.05 1.24 1.21 1.22 1.26 4.00 1.02 1.84 1.40 5.31
TOTALS:		**73**	**105.29 acres**
AVERAGES:			**1.44 acres**

TABLE 5: COMPARISON OF SUSPECTED & DELINEATED WETLANDS SUMMARY

PLAT OR DEVELOPMENT NAME	GROSS SITE AREA	NUMBER OF BUILDING LOTS CREATED	AREA OF DELINEATED WETLANDS	% OF SITE ENCUMBERED BY WETLANDS	% OF SITE SHOWN ENCUMBERED BY WETLANDS ON THE CITY INDICATOR MAP	DIFFERENCE BETWEEN ACTUAL DELINEATED WETLANDS AND WHAT IS IDENTIFIED ON CITY INDICATOR MAP
Rosewood P.U.D. 9, 34N, 4E	37.02 acres	152	4.9 acres	13%	100%	87% (↑ = more on indicator map than actually delineated)
Plat of Gilbert's Addition 21, 34N, 4E	5.3 acres	23	.63 acres (includes buffer)	12%	36%	24% ↑
Trumpeter Meadows 16, 34N, 4E	8.4 acres	34	.4 acres (includes buffer)	5%	80%	75% ↑
Trumpeter Meadows, Phase II 16, 34N, 4E	3.9 acres	15	.02	1%	84%	83% ↑
Eastgate South 21, 34N, 4E	7.8 acres	27	.38 acres	5%	97%	92% ↑
Spinnaker Cove, Div. 1 15, 34N, 4E	1.66 acres	7	0 acres	0%	100%	100%↑
Spinnaker Cove, Div. 2 15, 34N, 4E	6.47 acres	14	2.2 acres (includes buffer)	34%	94%	60%
Highland Greens 9,34N, 4E	52.04 acres	262	.4 acre	1 %	74%	73% ↑
Kulshan Ridge P.U.D. 17, 34N, 4E	7.67 acres	33	1.18 acres	15%	100%	85%↑
Security Investors Short Plat 9, 34N, 4E	2.09	2	0 acres	0%	76%	76% ↑
Plat of Northwoods 9, 34N, 4E	9.70 acres	33	0 acres	0%	77%	80% ↑
Big Fir P.U.D. 28, 34N, 4E	12.87 acres	52	.24 acre	2%	0%	2% (more on-site than shown on City indicator map)
Olsen College Way Property, LLC 17, 34N, 4E	1.66 acres	2	.01 acre	1%	45%	44% ↑
Keith S. Johnson BSP 17, 34N, 4E	2.17 acres	2	.19 acre	9%	30%	31% ↑
College Way Pump Station Site 15, 34N, 4E	.37 acre	N/A	0 acres	0%	88%	100% ↑

Short Plat PL01-0915 23, 34N, 4E	9.53 acres	2	1.97	21%	73%	46% ↑
Big Fir South PUD 28, 34N, 04E	9.9	33	.08 acres	0%	16%	16% ↑
Iris Meadows TDR Plat 28, 34N, 04E	12.7	58	.19 acres	1%	48%	47% ↑
Hanson Heights Plat 21, 34N, 04E	7.2	18	1.20 acres	17%	86%	69% ↑
Hillcrest Landing Plat 29, 34N, 04E	7.56	33	.20 acres (includes buffer)	3%	50%	47% ↑
Cedar Heights PUD (Phases I and II)	78.3	374	2.69	3%	23%	20% ↑
Digby Heights 21, 34N, 04E	32.5	147	1.05 acres (includes buffer)	3%	5%	2% ↑
Nordic Landing, Phases 1 and 2 16, 34N, 04E	22.9	75	.05 acres	0%	91%	91% ↑
WalMart 18, 34N, 04E	30 acres	3	0 acres	0%	52%	52% ↑
B & T Short Plat 32,34N,04E	6.34 acres	5	.02 acres	0%	16%	16% ↑
Smith/Burkland 31,34N,04E	12.8 acres	6	.15 acres	1%	22%	21% ↑
White Annexation Area 18, 34N, 04E	26 acres	N/A	0 acres	0%	48%	48% ↑
Woodmansee Swan View 9, 34N, 04E	29.2 acres	98	1.1 acres	4%	62%	58% ↑
Watson 18,34N,04E	4.25 acres	3	0 acres	0%	89%	89% ↑
South Mount Vernon Business Park 30, 34N, 04E	11.75 acres	12	0 acres	0%	66%	66% ↑
Northwest Eye Clinic 17, 34N, 04E	2.63 acres	Commercial Development	.05 acres	2%	47%	45% ↑
Sigmar Lane Development for Skagit Council of Housing 16, 34N, 04E	5.93 acres	Multi-Family Development	.02 acres	0%	27%	27% ↑
Ellis LaVenture Property (P26686) 20, 34N, 04E	1.75 acres	Commercial Development	.29 acre	17%	98%	81% ↑
Charlie Ash Short Plat 29, 34N, 04E	1.33	5	0	0%	65%	65% ↑
Kulshan Landing Short Plat 17, 34N, 04E	2.24 acres	9	.16 acre	7%	69%	62% ↑
Echo Six, LLC 18, 34N, 04E	3.74	Commercial Development	0	0%	70%	70% ↑

TOTALS:	**477.67 acres**		**19.77 acres**			
AVERAGES:				**5%**	**61%**	**59%** (when more wetlands indicated on a site from resource map)

TABLE 6: PERMITS FOR ADUS AND DUPLEX CUPS FROM 2000 TO 2015

APPLICATION NAME & LAND USE NUMBER	ADDRESS	TYPE OF PERMIT ISSUED ADU OR CUP FOR DUPLEX
00-01	2917 Timothy Place	ADU
01-01	1011 Digby Road	ADU
01-02	412 Jefferson	ADU
02-03	2405 Kulshan	Duplex
01-005	Spruce & 15th	Duplex
03-040	1801 Windsor	ADU
03-006	2321 Alison Ave.	Duplex
03-055	1621 Douglas	ADU
03-060	1011 Digby Road	Duplex
04-002	911 S. 27th	ADU
04-006	821 S. 25th	ADU
04-009	1219 N. 18th	Duplex
04-032	122 S. Baker	ADU
04-072	1505 E. Fir	ADU
05-012	3517 East College Way	Duplex
05-014	4220 Montgomery	ADU
05-045	227 N. LaVenture	Duplex
05-054	2227 North LaVenture	Duplex
05-059	2100 S. 19th	ADU
05-063	1910 Forest Drive	ADU
05-068	2418 South 18th	Duplex
05-075	2021 Bel Air Drive	ADU
05-080	1323 Waugh Road	Duplex
05-091	1507 Hillcrest Parkway	ADU
06-002	910 S. 11th	ADU
06-006	227 N LaVenture	Duplex

06-008	3480 Rosewood	ADU
06-043	2104 15th	Duplex
06-046	1620 Forest Drive	ADU
06-054	808 N. LaVenture	ADU
06-063	822 W. Lincoln	Duplex
06-088	1716 and 1704 South 18th Street	2 Duplexes
07-041	4121 Seneca Drive	ADU
08-050	804 Digby Lane	ADU
09-030	227 N. LaVenture	Duplex
09-043	2410 Francis Road	ADU
09-049	1600 Britt Road	ADU
LU11-013	2020 Pacific Place	ADU
LU11-014	2120 Forest Drive	ADU
LU11-015	2616 Francis Road	ADU
LU11-016	2227 North LaVenture Road	ADU
LU11-020	1519 North 19th Street	ADU
LU12-059	400 North 6th Street	ADU
LU12-086	1029 South 30th Street	ADU
PL13-019	2765 East Section Street	ADU
PL13-039	2419 South 18th Street	Duplex
PL15-019	911 North Waugh Road	ADU
PL15-037	3525 Francis Road	ADU
PL15-049	2781 Martin Road	ADU

50 TOTAL ADU AND DUPLEX UNITS IN R-1 ZONING DISTRICTS BETWEEN 2000 AND 2015

TABLE 7: EXISTING PIPELINE DEVELOPMENT/LOT COUNTS

PLAT/DEVELOPMENT NAME:	FILE NUMBER:	UNIT COUNT:	LOCATION:	STATUS:
Briar Development (Haggen) Phase II	MISC 98-4	20	P115979	Master Plan Approved
Briar Development (Haggen) Phase III	MISC 98-4	16	P27122	Master Plan Approved
Broman Short Plat	LU05-058	2	West side of 18th, between Broadway and Section Streets	Final Plat Approved
Caldera Short Plat	LU05-056	10	West side of Waugh between College and Seneca	Final Plat Approved
Woodside (Cedar Heights Phase II PUD)	LU07-009	187	South side of Division between Waugh and Burlingame	Preliminary Plat Approved
Denham Plat	LU07-060	15	P27576	Preliminary Plat Approved
Eaglemont		507	South of Blackburn (if extended) and east of Little Mountain Road	Master Plan Approved – Several Phases Have Final and Preliminary Plat Approvals
Hanson Heights	LU07-037	18	P27230 and P27473	Preliminary Plat Approved
Harmon Short Plat	LU06-057	1	P24857	Preliminary Plat Approved
Highland Greens	LU04-093	83	North of Rosewood, east of Francis Road	Final PUD Approved, Final Plat Approved for Some Phases
Highlands West	LU05-024	64	West of Skagit Highlands north of Division	Final Plat Approved for 20 Lots Preliminary Approval 65 Lots
Hillcrest Landing	LU06-088	4	East of 18th between Blackburn and Fowler	Final Plat Approved
Hoyt Short Plat	LU06-082	5		Preliminary Plat Approved
Iris Meadows	LU06-090	58	North of Blackburn east of 18th Street	Preliminary Plat Approved
Jacosa Lane Plat	LU06-055	19		Preliminary Plat Approved
Maddox Creek Phase II		9	P109373	Preliminary PUD Approved
Maddox Creek Phase IV	LU07-021	19	P109374	Preliminary Plat Approved
Monte Vista Short Plat	LU05-076	4	P24783	Preliminary Plat Approved
Montreaux	LU05-085	43	P27545	Final Plat Approved on Phase I; Preliminary Plat Approved on Phase II
Murphy Short Plat	LU07-046	4	P24187	Preliminary Plat Approval
Nordic Landing I	LU07-018	3	East of 30th between College Way and Martin	Final Plat Approved for 30 lots Preliminary Approval for 14 lots
Nordic Landing II	LU08-056	30	East of 30th between College Way and Martin	Preliminary Approval
Parkwood Creek	LU06-087	8	North of Division, west of Skagit Highlands Parkway	Preliminary Plat Approved

Pinnacle (Juckett) Plat	LU09-020	12		Preliminary Plat Approval
Skagit Highlands		39		Master Plan, Development Agreement and PUD Approved
Summerlynd Plat	LU06-020	9		Final Plat Approved
Swan View	LU06-079	44		Preliminary Plat Approved
Trumpeter Place	LU07-023	66		Final Plat Approved
North Hill PUD		9	P122828	PUD and plat approval
Skjei Short Plat	LU09-038	2		
Hidden Lakes	LU06-073	365		Draft EIS nearly completed. Project Withdrawn by Applicant
Meadowlark Lane Plat	NA	9	P25776	
PBWA Properties, LLC	NA	3	P54714	
McLaughlin Road Plat	NA	13	P24835	
Downtown Redevelopment	NA	450		Master Plan Completed
Skagit Meadows	LU07-024	24	P104938	Site Plan Approved
Plat of Swan View	LU10-018	74	P24340 P24341	Application Withdrawn by Applicant
Carney MF	NA	4	P104758	
Browman Short Plat	NA	7	P28445	
East Division Street Plat	NA	28	P126391	
Blodgett Short Plat	NA	3	P28239	
East Division PBWA Ownership	NA	45	P27513 P131737 P27512	
TDRs	NA	135		
TOTAL: 2,473 dwelling units				

City of MOUNT VERNON

Appendix C

COMMERCIAL & INDUSTRIAL LAND NEEDS ANALYSIS

RESOLUTION NO. 727

A RESOLUTION OF THE CITY OF MOUNT VERNON, WASHINGTON; ADOPTING THE E.D. HOVEE REPORT AND MEMO REGARDING COMMERCIAL AND INDUSTRIAL LAND NEEDS.

WHEREAS the WWGMHB in its final decision and order in Furturewise v. Skagit County, no. 05-2-0012, on September 21, 2005 ruled that while Skagit's Countywide Planning Policy (CPP) 1.1, which establishes allocations of commercial and industrial acres for Mount Vernon's Urban Growth Area (UGA), is large enough to accommodate projected future growth it fails to show that the allocated acres are large enough to meet a projected need for additional land in the Mount Vernon UGA; and

WHEREAS the WWGMHB found that the projected need for additional lands in the Mount Vernon UGA must be supported by an analysis including, whether or not there are infill opportunities, supported by and dependent on population forecasts and allocated urban population distributions; and

WHEREAS RCW 36.70A.110 (2) of Washington's Growth Management Act allows local jurisdictions to examine reasonable land market supply factors, ranges of urban densities and uses, and consider their own local circumstances when making an urban growth area determination; and

WHEREAS RCW 36.70a.110 (2) of Washington's Growth Management Act recognizes that Cities and Counties have discretion in their comprehensive plans to make many choices accommodating growth; and

WHEREAS in 2005 the City conducted a complete buildable lands analysis to identify existing urban densities and infill opportunities and has adopted this as an element in its comprehensive plan; and

WHEREAS the City of Mount Vernon has hired E.D. Hovee and Associates to complete a report, supported by population projections made for Skagit County by the Office of Financial Management, which provides an updated policy forecast for employment and associated commercial and industrial land needs for the Mount Vernon UGA through 2025; and

WHEREAS the City Council finds that this report, provides an approach that uses land market supply factors, recognizes local circumstances such as current employment to housing ratios and that the UGA has developed in a manner not contemplated when it was established; and that this report supports and further establishes a desirable balance needed to assist the City Council in determining the policy question of Mount Vernon's current and future land needs; and

WHEREAS the policy employment forecast this report recommends incorporates both observed growth trends and policy targets to increase the UGA's commercial job capture and its jobs/housing balance; and

WHEREAS the City Comprehensive Plan policy calls for a healthy jobs housing balance which the report defines and makes recommendations regarding the acreage needed to achieve this Citywide policy and goal; and

WHEREAS the City has been allocated through previous Countywide Planning Processes, 322 gross commercial and industrial acres which have yet to be assigned through necessary UGA expansions; and

WHEREAS it is the discretion of the City Council to make policy decisions regarding land needs to fulfill the economic goals as outlined in the City's Comprehensive Plan; and

WHEREAS, the Council has determined that the analysis and report prepared by E.D. Hovee and Associates is sound technical information that will guide and support the City's efforts to provide the necessary acreage for commercial and industrial growth for the next 20 years;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF MOUNT VERNON: That the City of Mount Vernon adopt the E.D. Hovee Commercial and Industrial Land Needs Analysis and August 8, 2006 Memo, Mount Vernon Commercial & Industrial Land Allocation Summary attached as Exhibits "A" and "B" respectively.

ADOPTED by the City Council of the City of Mount Vernon, Washington, and APPROVED by its Mayor, at a regularly scheduled meeting held on the 13th day of September, 2006.

BUD NORRIS, Mayor

ALICIA D. HUSCHKA, Finance Director

Approved as to form:

KEVIN ROGERSON, City Attorney

CITY OF MOUNT VERNON
COMMERCIAL & INDUSTRIAL
LAND NEEDS ANALYSIS

Prepared for:
City of Mount Vernon

September 2006

E. D. Hovee
& Company, LLC

Economic and Development Services

City of Mount Vernon
Commercial & Industrial
Land Needs Analysis

Final Draft

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September 2006

EXECUTIVE SUMMARY

This report provides an updated policy forecast for employment and associated commercial and industrial land needs for the Mount Vernon UGA through 2025. What follows are principal observations and findings detailed in the body of the report.[1]

Employment Trends. Between 1995 and 2005, Mount Vernon area employment increased at an average rate of 1.8% annually to total just over 17,000 jobs as of 2005. The UGA's annual job growth rate was below that of Skagit County and the adjacent City of Burlington, which has rapidly increased its commercial jobs base and has captured an increasing share of employment growth within the three nearby UGAs of Mount Vernon, Burlington and Sedro-Woolley. Mount Vernon's employment base is bolstered by the government sector, which comprised roughly one quarter of the City's employment total as of 2005, well above the County average for government employment.

2025 Jobs Forecast. The Mount Vernon *employment policy forecast* provided with this analysis anticipates an increased growth rate to 2025. This policy forecast is based both upon observed trends and target goals for improving the City's jobs/housing balance and in particular its share of commercial employment. These goals reflect the policies and objectives of the City's Comprehensive Plan. The forecast is comprised of three primary elements:

1. Trending commercial and government growth according to the average annual job growth realized over the past ten years;
2. Assuming a midline rate of increase in the manufacturing sector, rather than a continued decline as Mount Vernon experienced between 1995 and 2005; and
3. Then increasing total projected employment so that government jobs represent 21% of the total (the County average) rather than the 25% share it would represent if observed trends were carried forward without adjustment. The resulting increase in total Mount Vernon UGA jobs is assigned to the commercial sector. These adjustments represent policy decisions to target a healthy jobs/housing balance and diversify Mount Vernon's employment base to capture increased commercial employment – key to providing revenue for city services – and decreases reliance on the government employment that has historically bolstered the City's employment base.

Total employment of 31,388 is projected for 2025, an increase of 14,344 jobs over 2005 employment. This job increase is then translated into land demand.

2025 Land Demand. Assumptions that influence the land demand analysis include:

- Employment density by job sector to translate jobs into net land demand;
- 2005 vacant land supply (which is subtracted from 2025 projected land demand); and
- Adjustment of net land demand into gross land demand, including factors such as environmental constraints, infrastructure requirements, land in holding (not made

available for development) and a market factor (ensuring diversity of supply and competitive pricing).

The 2005 available land supply figures are available via the recently completed Mount Vernon 2005 Buildable Lands Analysis, which is attached to this report as Appendix A. For this analysis, only parcels greater than one acre were included as being potentially suitable for industrial development, and only parcels greater than one-quarter acre for commercial development. While market trends strongly favor larger parcel sizes – and new land brought into the UGA is recommended to primarily include larger parcels – smaller parcels within the existing inventory can meet the demand for smaller infill sites that may arise over the next 20 years. In addition, Map 2 identifies parcels within the existing inventory that could be aggregated to create larger parcels, although these aggregations should be considered less 'market ready' than single-parcel large lots. The provision of ample, large-size commercial parcels in adjacent jurisdictions (e.g. Burlington) has successfully led to a significant increase in commercial jobs.

The 2005 Buildable Lands Analysis reports a total of 361 net acres currently available within the Mount Vernon UGA within the parcel size range this report considers to be viable for development. This consists of 27 industrial and 334 commercially designated acres. No land zoned for public uses was identified as available. All land within the existing inventory – including those parcels below the size threshold this analysis considers viable – are illustrated in Map 1.

When translated into land demand, projected Mount Vernon UGA job growth by 2025 calls for a total of 827 net acres. Subtracting 2005 net land supply results in an unmet need for 466 net acres by 2025. Adjusted for the factors listed above – and detailed within the report – this unmet demand for net acres translates into an unmet demand for **809 gross acres**. More than half of this demand – 450 gross acres – is for commercially zoned property. Commercially zoned land is expected to accommodate both commercial employment and a portion of government employment (the non school-related portion of government employment, estimated at 60%). To accommodate industrial job growth, an estimated additional 359 gross acres will be needed by 2025.

Existing & Recommended Parcel Size. The Buildable Lands Analysis illustrates that for both industrial and commercial parcels, Mount Vernon's inventory is slanted towards small parcel sizes.

- For commercial lots considered within this report – which excluded the smallest of lots, under one-quarter acre – 26% average one-half acre in size and another 40% average two acres.
- This report did not consider industrial lots below one acre. Above this size cut-off, 72% of industrial lots average just over two acres in size.

It is recommended that the size distribution for new parcels brought into the UGA focus heavily on larger lots for both commercial and industrial uses to accommodate current market trends – e.g. half of all retail development in 2005 nationwide was classified as either big box or regional

mall – and to encourage the significant development necessary to impact Mount Vernon's commercial job capture and jobs housing balance. For commercial uses, this recommendation means 93% of newly assigned parcels should be larger than 10 acres; for industrial use, it is recommended that 62% of parcels are in the 5-10 acre range and 21% are larger than 10 acres. Mount Vernon's existing inventory can accommodate demand for smaller in-fill sites; larger sites are needed to compliment this inventory and significantly impact growth in both jobs and local tax revenue.

The City completed an analysis of sites that can be aggregated to create larger parcels; this is attached with Map B. Nine parcel aggregations were identified that range from around five to 25 net acres, made up of up to five ownerships. The extent of property owner or developer interest in pursuing these aggregations – so that the UGA's existing land supply better matches the market's interest in large sites – is yet unknown.

Mount Vernon Land Allocation History. Mount Vernon's UGA has not been amended since its initial adoption in 1996. Planning processes since 1996 have allocated additional commercial and industrial acreage to the City, but these allocations have not been mapped by the city.

- Between 2000 and 2006, two processes have called for an increase in Mount Vernon's UGA of 188 (net) acres; these acres were never assigned. These allocations account for market factor but not critical areas or public infrastructure. Translated to gross land area according to the methodology advocated in this study – with appropriate adjustments for holding factor, environmental constraints and infrastructure – the 188 acres previously allocated equate to 279 acres of *gross* acreage required.
- The original 1996 UGA estimate describes 1,260 acres in commercial and industrial zoning (both developed and vacant). The 2005 Buildable Lands Analysis concludes that 1,218 acres are in commercial and industrial zoning, a difference of 43 acres. Together, these discrepancies call for an increase of 322 additional gross acres of commercial and industrial zoned land within Mount Vernon's UGA (279 acres + 43 acres = 322 acres).

While this report diverges from the methodology of previous county-wide employment forecasts, its results are consistent with this previous work. The percent of county *employment* capture this report recommends (48%) is only slightly higher than the percent of County *population* capture allocated to Mount Vernon through the 2003 Population & Employment Allocation process (42%). The 2003 Population & Employment Allocation, by Berryman & Henigar, Inc. in association with Michael J. McCormick, is attached as Appendix B. The discrepancy in employment versus population capture is justified by Mount Vernon's need to compensate for past population growth that has outpaced employment growth, eroding its jobs/housing balance and ability to support services for its growing residential base.

This current report represents a fresh look at both supply and demand based on 2005 employment, 2025 employment projections and 2005 land supply via a city-specific analysis. As such, previously allocated acres should not be construed as being *in addition* to the demand for additional acres documented with this updated analysis.

However, Mount Vernon's history of past demonstrated need without any corresponding actual land assignment does provide an important context to understanding the challenge the City has faced in providing the job base needed for local economic vitality. Of particular importance has been the inability to provide land zoned for employment uses in parcels large enough both to meet market demand and to sufficiently increase the community's commercial jobs share. The result has been inadequate growth of jobs and services to support Mount Vernon's rapidly growing residential population.

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I. INTRODUCTION

This report provides an updated policy forecast for employment and associated commercial and industrial land needs for the Mount Vernon Urban Growth Area (UGA) through 2025. This analysis is based on land supply as of 2005 and employment growth projected over the period between 2005 and 2025. It constitutes a fresh approach to the question of Mount Vernon's current and future land needs, and a divergence from the employment allocation approach Skagit County has pursued in the past.

The policy employment forecast this report recommends incorporates both observed growth trends and policy targets to increase the UGA's commercial job capture and its jobs/housing balance. To achieve these important policy goals, Mount Vernon must provide sufficient land both to accelerate its recent job growth rate and to accommodate the market's interest in large parcels (10+ acres at a minimum).

Terminology. Key terms used in this report include the following:

- *Employment Land* – refers to land zoned for both industrial and commercial uses. Less detailed analysis is provided for the forms of public sector employment (such as schools) that typically do not require location on industrially- and commercially-zoned property.
- *Net Acres* – Acreage required to accommodate employment growth, not adjusted to reflect factors that decrease the amount of land actually available for development. Net acres can be thought of as describing a platted landscape in which roads and environmental constraints have been removed from consideration, and all that remains are subdivided, buildable sites. It also does not account for market and holding factors, both of which are adjustment factors intended to better match supply to market demand.
- *Gross Acres* – Acreage required to accommodate employment growth adjusted for factors that decrease the amount of undeveloped land actually available for development. Factors considered in this report include infrastructure, environmental constraints and holding and market factors. Gross acres can be thought of as describing a scenario in which undeveloped land – without roads or other improvements – is first brought into urban usage.
- *Urban Growth Area (UGA)* – defined for purposes of this analysis to include land within the existing city limits *plus* the unincorporated portion of an urban growth area.

Employment Policy Forecast Relation to Population Projection. Mount Vernon's role as a growth center was highlighted through the latest round of population allocations that the City adopted as part of their state mandated 2005 Comprehensive Plan update.

Mount Vernon's population projections derive from a countywide population projection of 149,080; this is 2% below the midpoint of the Office of Financial Management's (OFM) 2025 low and medium forecasts. The County, Cities and Technical Advisory Committee agreed to this countywide population projection after considering a variety of allocation methodologies. This countywide total was then allocated to UGAs as outlined within the *Skagit County Population &*

Employment Allocation Final Report, December 2003, which is attached to this report as Appendix B.

Through the population allocation process, the City of Mount Vernon was allocated 19,568 people, representing a 69% increase in its UGA's population between 2005 and 2025. This projected growth rate was exceeded only for the Bayview UGA (which is projected to increase its population by 229%, from 1,700 to 5,600). The population base of Sedro-Woolley and Burlington were projected to grow by 45% and 37% respectively. A comparison of projected population growth rates for Skagit County UGAs is provided below.

Figure 1. 2005 – 2025 Population Allocations for Skagit County UGAs

Jurisdiction	2000 Population	2025 Allocation	Net Increase	% Increase from 2000 Population	Increase as % of County Total Increase	Increase as % of Urban Total Increase
Bayview	1,700	5,600	3,900	229%	8%	11%
Mount Vernon	**28,332**	**47,900**	**19,568**	**69%**	**42%**	**53%**
Hamilton	309	450	141	46%	0%	0%
Sedro-Wooley	10,358	15,000	4,642	45%	10%	13%
Concrete	960	1,350	390	41%	1%	1%
Burlington	8,728	12,000	3,272	37%	7%	9%
Swinomish	2,664	3,650	986	37%	2%	3%
Lyman	409	550	141	34%	0%	0%
Anacortes	14,647	18,300	3,653	25%	8%	10%
LaConner	761	950	189	25%	0%	1%
Total Urban	68,868	105,750	36,882	54%	80%	100%
Total Rural	34,110	43,330	9,220	27%	20%	-
Total County	102,978	149,080	46,102	45%	100%	-

Source: City of Mount Vernon 2005 Comprehensive Plan Update, Land Use Element.

Mount Vernon is projected to capture 42% of the county's total population growth between 2005 and 2025; 53% of the growth within UGAs. Increasing local jobs and particularly commercial employment is key to the city's ability to support this population growth.

Additional information with regard to the population allocation that the City of Mount Vernon received through the 2005 update to its Comprehensive Plan and how that allocation compares to other cities within Skagit County can be found within the City's Land Use Element of the Comprehensive Plan which is attached and labeled as Appendix C.

The remainder of this report is organized as follows:

Employment Trends
2025 Jobs Forecast
2025 Land Demand & Supply
Existing and Recommended Parcel Size
Mount Vernon Land Allocation History

II. EMPLOYMENT TRENDS

As of 2005 there were approximately 17,044 jobs within the Mount Vernon UGA. This equates to an average annual growth rate of 1.8% over the past 10 years, slightly above the state's average growth of 1.6% but below Skagit County's average annual growth of 2.5% and Burlington's rate of 3.0%.

Figure 2. Mount Vernon UGA Vicinity Employment Trends

	Total Jobs			
	Commercial	Industrial	Government	Total
1995	6,399	4,890	3,033	14,322
2000	9,133	4,174	3,419	16,726
2005	9,162	3,651	4,231	17,044

Source: Washington Employment Security, E.D. Hovee & Company, LLC.

Employment data for Mount Vernon has been obtained from the Washington Employment Security Department (WES) via a special data run according to three generalized jobs categories that reflect the aggregation of numerous more detail employment sectors. For data from 2000 and 2005, these aggregations are based on the North American Industrial Classification System (NAICS) as follows:

Broad Industrial Aggregation:

- Agriculture: Agriculture, forestry, fishing & hunting.
- *Construction & Resources:* Construction; Mining.
- *Manufacturing:* Manufacturing.
- *WTU:* Wholesale Trade; Transportation & warehousing; Utilities.

Broad Commercial Aggregation:

- *Retail trade:* Retail Trade.
- *FIRE:* Finance and insurance; Real estate and rental and leasing.
- *Services:* Information, Professional, scientific and technical services; Management of companies and enterprises; Administrative and support and waste management and remediation services; Health care and social assistance; Art, entertainment and recreation; Accommodation and food services; Education; and Other services.

Broad Government Aggregation:

- *Government*: Local, state and federal employment. Includes public school employment.

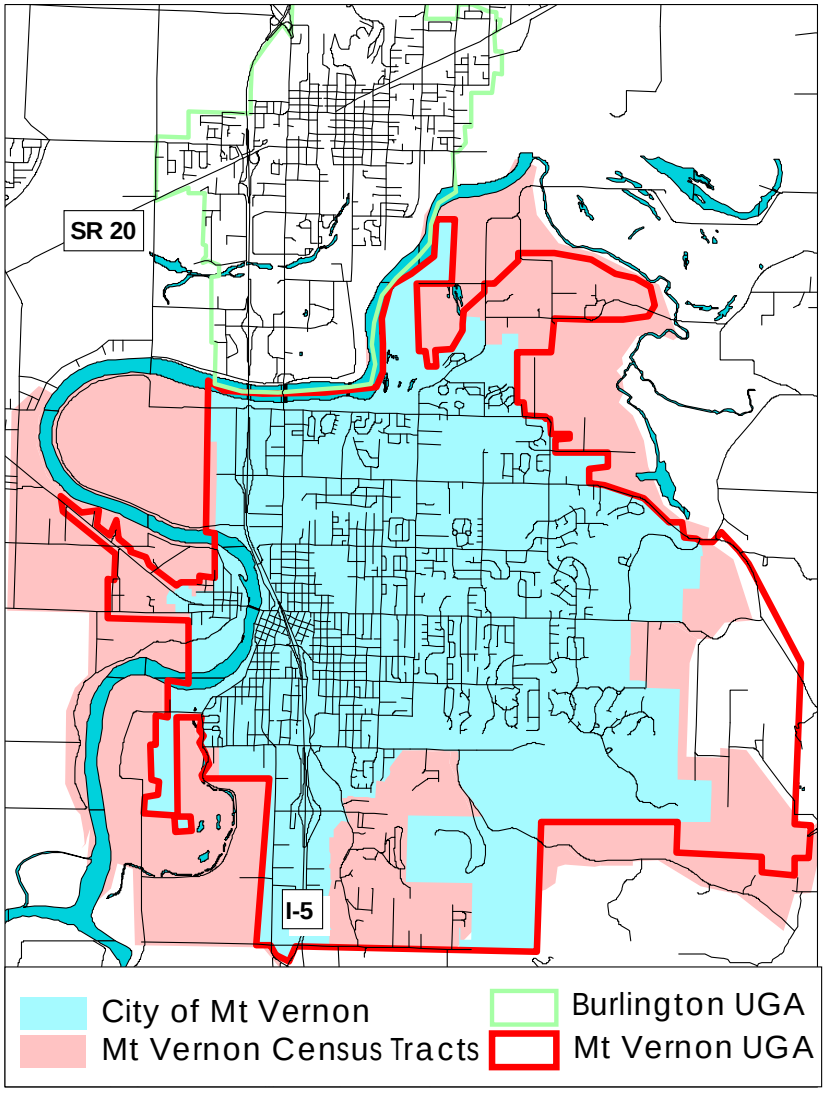
Data from 1995 is based upon the Standard Industrial Classification (SIC) system – replaced by NAICS since about 2000. Comparing data from these two classification systems at any level of aggregation introduces some unknown level of error. However, at this highly aggregated level

the margin of error is considered to be fairly minimal, and this approach provides the only readily available means to compare employment trends pre-2000 to current conditions.

Also noted is that employment data does not correspond to UGA boundaries exactly, but to census tracts that generally approximate UGA boundaries. Census tracts were the best available geography for which WES could provide data.

The following map illustrates the relationship between the census tract geography upon which employment numbers are based and the actual UGA. Given Skagit County's predominately rural nature outside of designated UGAs, it is expected that the impact of this geographic discrepancy on employment allocation is relatively minor.

Figure 3. Map of Employment Geography



Note: Available water coverage (e.g. the Skagit River) is incomplete but is included for reference.

Source: City of Mount Vernon, Skagit County GIS, E.D. Hovee & Company, LLC.

The next charts compare Mount Vernon jobs with adjacent UGAs to illustrate how Mount Vernon's share of the area's jobs base has shifted.

Mount Vernon's employment base has been strongly influenced by its status as the county seat and the county jobs that this designation brings to the City. Government sector jobs comprised 25% of total Mount Vernon UGA jobs in 2005 (Figure 4), as opposed to 21% for the County as a whole. Burlington's government jobs base, in comparison, is only 9%. Sedro-Woolley also reports a relatively high representation of government sector jobs at 33% of its employment total.

From 1995-2005, government increased from 21% to 25% of Mount Vernon's employment. The commercial share of total jobs also increased, while the industrial job share declined.

Figure 4. Adjacent UGA Trends

	Burlington UGA Vicinity				Sedro-Woolley UGA Vicinity				Three UGAs			
Year	Comm	Indust	Govmnt	Total	Comm	Indust	Govmnt	Total	Comm	Indust	Govmnt	Total
1995	3,575	3,088	522	7,185	1,533	1,193	720	3,446	11,507	9,171	4,275	24,953
2000	4,528	2,261	702	7,492	1,717	1,154	794	3,665	15,379	7,590	4,915	27,883
2005	6,392	2,451	853	9,696	1,505	1,108	1,312	3,925	17,059	7,210	6,396	30,665

Source: Washington Employment Security, E.D. Hovee & Company, LLC.

Figure 5. Sectoral Distribution within UGAs

	Mount Vernon UGA Vicinity				Burlington UGA Vicinity				Sedro-Woolley UGA Vicinity			
Year	Comm	Indust	Govmnt	Total	Comm	Indust	Govmnt	Total	Comm	Indust	Govmnt	Total
1995	45%	34%	21%	100%	50%	43%	7%	100%	44%	35%	21%	100%
2000	55%	25%	20%	100%	60%	30%	9%	100%	47%	31%	22%	100%
2005	54%	21%	25%	100%	66%	25%	9%	100%	38%	28%	33%	100%

Source: Washington Employment Security, E.D. Hovee & Company, LLC.

Figure 6. Share of Three UGA Employment by UGA

	Mount Vernon UGA Vicinity				Burlington UGA Vicinity				Sedro-Woolley UGA Vicinity			
Year	Comm	Indust	Govmnt	Total	Comm	Indust	Govmnt	Total	Comm	Indust	Govmnt	Total
1995	56%	53%	71%	57%	31%	34%	12%	29%	13%	13%	17%	14%
2000	59%	55%	70%	60%	29%	30%	14%	27%	11%	15%	16%	13%
2005	54%	51%	66%	56%	37%	34%	13%	32%	9%	15%	21%	13%

Source: Washington Employment Security, E.D. Hovee & Company, LLC.

Mount Vernon's share of the three UGAs employment total declined very slightly between 1995 and 2005, from 57% to 56%. While Mount Vernon represented 58% of the three UGAs' job base in 1995, it captured only 48% of the UGAs' job growth over the following 10 years.

In contrast, Burlington's share of total three UGA employment increased from 29% to 32%. Burlington represented 28% of the job base in 1995 but captured 44% of the UGAs' jobs growth over the next ten years. Much of this capture occurred as a result of substantial Burlington area commercial development.

Overall job growth rates tell the same story: Burlington grew at a faster rate than adjacent UGAs and added an average of 251 jobs per year, close to Mount Vernon's average growth of 272 jobs per year despite its smaller base.

Figure 7. Employment Trends (1995 – 2005)

	Average Annual Growth Rate				Average Annual Increase			
UGA Vicinity	**Comm**	**Indust**	**Govmnt**	**Total**	**Comm**	**Indust**	**Govmnt**	**Total**
Mount Vernon	3.7%	-2.9%	3.4%	1.8%	276	-124	120	272
Sedro-Woolley	-0.2%	-0.7%	6.2%	1.3%	-3	-9	59	48
Burlington	6.0%	-2.3%	5.0%	3.0%	282	-64	33	251
Three UGAs	4.0%	-2.4%	4.1%	2.1%	555	-196	212	571

Source: Washington Employment Security, E.D. Hovee & Company, LLC.

These trends provide a context for developing a jobs forecast for the Mount Vernon UGA that reflects both market trends and appropriate local public policy objectives.

III. 2025 JOBS FORECAST

The forecasting process involves review of alternative methodologies – including trend forecasting and an alternative recommended trend plus policy approach.

Trend Forecasts. Two basic approaches to projecting job growth from observed trends have been utilized for this analysis, as illustrated below. The *straightline* approach continues to add the average number of jobs that were added each year between 1995 and 2005; in contrast, extrapolating an average *annual growth rate* (AAGR) projects compounding growth and often results in a higher future jobs figure.

Figure 8. Employment Trends Extrapolated to 2025

Trend Extrapolation Method	Comm	Indust	Govmnt	Total	Basis
Avg. Annual Growth Rate (AAGR)	18,782	2,035	8,233	29,050	Compounded annual growth rate of 1.8% on 2005 base.
Distribution	*65%*	*7%*	*28%*	*100%*	
Straightline (Constant increase)	14,688	1,172	6,627	22,487	Annual increase of 272 (total jobs) on 2005 base.
Distribution	*65%*	*5%*	*29%*	*100%*	

Source: Washington Employment Security, E.D. Hovee & Company, LLC.

Neither of these approaches is recommended without adjustment. One disadvantage of both approaches is that they carry forward the significant reduction in manufacturing jobs that Mount Vernon has realized over the past ten years. Both forecasts also continue to increase the dominance of the government sector within Mount Vernon's jobs mix.

Trend & Policy Approach. The recommended forecast for the Mount Vernon UGA combines observed employment trends with the policy objectives of increasing commercial sector jobs and maintaining the UGA's jobs-housing ratio. These policy objectives are intended to better serve adopted goals, policies, and objectives of the City's Comprehensive Plan.

Figure 9. Recommended Mount Vernon UGA Jobs Forecast, 2025

Steps in Forecast Generation	Commercial	Industrial	Government	Total
Project each sector to 2025 based on trend review				
1. Straight line commercial & government sectors	14,688	–	6,627	–
2. Increase industrial by 1.8% annually		5,170		
Employment Totals	14,688	5,170	6,627	26,485
Sectoral distribution	55%	20%	25%	100%
Set government job share equal to countywide share – overall increase allocated to commercial				
3. 2025 Policy Projection	19,591	5,170	6,627	31,388
Increase from step 2	4,903	-	-	4,903
New sectoral distribution	62%	16%	21%	100%
Change from 2005				
Job Increase	10,429	1,519	2,396	14,344
Percent Change	114%	42%	57%	84%
Avg. Annual Growth Rate	3.7%	1.7%	2.2%	3.0%

	Year	Estimated Households	Jobs Housing Balance	
Job: Housing Balance	2000	10,019	1.67	Observed
	2025	17,416	1.80	Goal

Note: Year 2000 Households in Mount Vernon UGA is estimate based on 2000 household size for city and 2000 population reported in ***Skagit County Population & Employment Allocation Final Report, December 2003.***

Source: Washington Employment Security, E.D. Hovee & Company, LLC.

As illustrated by the chart above, key steps involved in creating the *Recommended Forecast* are as follows. Numbered paragraphs correspond to numbers in the chart above.

1. A job forecast for each of the three primary job sectors (commercial, industrial and government) was calculated independently. *An initial trend extrapolation through 2025* was applied to the commercial and government sectors independently using a straight line approach, or constant annual increase. This means that for these two job sectors, annual job increase between 2006 and 2025 was assumed to be equal to the job increase (number of new jobs per year) observed between 1995 and 2005.

2. *Rather than projecting a continuing downward trend for industrial jobs, the 2005 industrial job base was increased by the annual average total job growth for Mount Vernon, 1995 – 2005 (1.8%).* This reflects a policy commitment to maintain and grow the city's industrial jobs base and to maintain a strong source of higher paying jobs. This commitment is reflected in the Economic Development Element of the City of Mount Vernon's 2005 Comprehensive Plan Update, which is attached as Appendix D:

- Objective ED 1.3 Sustain and expand the current industrial and manufacturing employment base.

- Policy ED 1.1.3 Increase the diversity of employment opportunities within the City.

The end result of these two steps is a total 2025 jobs figure of 26,485. However, the total jobs figure generated by this approach results in a jobs-housing balance of 1.52 in 2025, a decline from the estimated 2000 level of 1.67.[2] A declining jobs-housing balance indicates that households are growing more rapidly than jobs, leading to increased out-commuting, regional traffic congestion and decreased revenue to support the public services the City provides. City policy calls for a healthy jobs housing balance; the Land Use Element of the City of Mount Vernon's Comprehensive Plan (found in Appendix C) includes the following language:

- Objective LU-25.1 Balance residential, commercial, industrial and public land uses within the City.
- Policy LU-25.1.3 Provide adequate capacity for the City's projected residential growth and provide enough commercial/industrial areas within the City to balance residential growth.

3. *Finally a policy-based adjustment was made to improve both the UGA's target jobs-housing balance and its representation of commercial jobs in 2025* – as both variables are important to the City's economic well-being and ability to fund public services. While industrial jobs are important for wage stability, commercial (particularly retail sector) activity has become of increased importance for local government revenues due to statewide voter-approved property tax limitations. Mount Vernon has been negatively affected by the gravitation of commercial development to Burlington**.** This is due in large measure to lack of suitable development sites in Mount Vernon. Policies within the City's Economic Development Element of the Comprehensive Plan (found in Appendix D) seeking to rectify this situation include:

- Policy ED 1.2.1 Encourage retail business that increases the sales tax base of the City.
- Policy ED 1.2.4 Promote regional office and commercial enterprises in core areas of the City.

The recommended 2025 forecast targets strong commercial job growth to increase job opportunities and services available to city residents, and businesses that will provide sales tax revenue critical to fund local public services. Commercial employment also includes office-related professional, business, and health services – which can be expected to increase as local and county-wide population growth provides more of a *critical mass* necessary to support such services.

Total jobs projected (26,485) was adjusted upwards so that by 2025 government sector jobs would approximate 21% of the new total, as opposed to the 25% this sector would otherwise be anticipated to represent. This adjustment calls for a more balanced economy, and one that provides greater revenue to support local services.

This adjustment increased total Mount Vernon employment in 2025 by 4,900 jobs, to a new total of 31,388. These additional jobs were allocated to the commercial sector, bringing that sector's share of total 2025 jobs to 62%. The recommended 62%

commercial sector share is well above the original 52% share projected for the commercial sector, but still below Burlington's commercial share of 66% in 2005.

The end result is a projected average annual growth rate for Mount Vernon commercial jobs of 3.7%, equal to that sector's growth rate between 1995 and 2005. The industrial and government sectors, in contrast, are slated to diverge from historic average annual growth rates (industrial is projected to grow more rapidly, government less rapidly).

The resulting jobs/housing balance in 2025 is 1.80, representing a modest but important increase from the city's estimated 2005 level of 1.67. A strong jobs-housing balance should be expected given the countywide employment draw that government jobs represent, due to Mount Vernon's role as the largest incorporated city and service center for all of Skagit County, and due to the population allocation that the city accepted as part of the 2005 update to its Comprehensive Plan as discussed in the Introduction portion of this report.

Job growth anticipated by 2025 pursuant to this recommended forecast methodology is 14,344, which brings the UGA's 2025 employment total to 31,388. Employment growth is comprised primarily of commercial sector jobs (10,429), followed by government sector jobs (2,396) and industrial jobs (1,519).

The next step of this analysis translates projected new job growth into additional land demand by 2025.

IV. 2025 LAND DEMAND & SUPPLY

This section of the analysis converts projected employment growth to demand for commercial and industrial land. This demand is then compared to existing supply based on the existing 2005 Buildable Lands Analysis (found in Appendix A). Key assumptions in the conversion of land to employment, and net acres to gross acres, are outlined below.

Net Land Need. The 2025 land demand table translates jobs into land by combining the job forecast with assumptions about the density of future development. Existing land supply is subtracted from future land needs to determine the *net need* for additional UGA commercial and industry acreage by 2025. This initial calculation of land demand is then adjusted to reflect land constraints and other adjustments (outlined below), resulting in an estimate of *gross* land demand.

Employment Density. The density assumptions this report employs were developed as urban density standards for the 1995 Overall Economic Development Plan for Skagit County completed by E.D. Hovee & Company; which is attached as Appendix E. These assumptions are also reflected in the *2003 Updated Skagit County Employment & Land Demand Forecasts* memo, November 21, 2003; which is also attached as Appendix F.

Environmental Constraints. This report employs assumptions about average percent of land impacted by environmental constraints based upon City of Mount Vernon observed experience in recent citywide development. In its 2005 Buildable Lands Analysis report (found in Appendix A), the City provides a summary of recent single family and multi-family subdivisions and commercial and industrial parcel development. Average percent of land impacted by environmental constraints – including wetlands, streams and buffers – ranged from 10% to 17%. Using this city specific data, this report employs the weighted average of 13%.

Infrastructure. The infrastructure adjustment is also based on observed local experience. Data is available for recent residential subdivisions and commercial and industrial developments; infrastructure allotments ranged from 13% to 23% (again, included in the 2005 Buildable Lands Analysis appendices). This report employs the weighted average of 20%.

Market Factor. This adjustment reflects the fact that even within the pool of properties offered for sale or lease, not all will be equally suited to the needs of businesses looking to site or expand in the area. A market factor provides a cushion to the supply of available land to better assure that prospective users and land owners will find a match and that land pricing competitive with alternative sites regionally and beyond can be maintained.

The importance of providing both adequate holding/market factors and an inventory with a substantial representation of large, well-located sites is illustrated by Burlington's successful capture of large scale commercial development in recent years – just to the north of Mount Vernon. A factor of 25% is employed for both commercial and industrially zoned land – well within the bounds of what has been used by other Washington Counties. (For instance, Clark, Lewis, Kitsap and Mason Counties have all applied a 50% market factor to industrial lands.)

Holding Factor. This adjustment factor reflects the likelihood that a certain portion of landowners whose land is included in a UGA expansion will be uninterested in developing their land in accordance with new zoning. A factor for land in holding is recommended for Mount Vernon in part because the UGA's land supply analysis includes both vacant lots and portions of larger lots on which some development already exists. According to the 2005 Buildable Lands Analysis, 46% of all vacant land within the parcel size range this report considers is located within a remainder parcel, or a parcel on which there is existing development. Development of remainder lots requires either expansion of an existing business located on that lot, development of space for lease by the existing land owner or subdivision and sale of the undeveloped portion of the lot.

Application of a holding factor to the UGA's commercial and industrial land supply accounts for the fact that a portion of landowners will likely not be interested in developing or subdividing their lots due to factors such as an owner holding land for future (long-term) business expansion, lack of market appeal for the site, or simply lack of interest in the development opportunity. In the 2005 Mount Vernon Buildable Lands Report a similar adjustment factor was employed for residential land – of the developed properties that could be subdivided, it was assumed that 30% of property owners would not chose to do so. The Municipal Research and Services Center of Washington provided the City with examples of other jurisdictions that had utilized a similar factor to account for a property owner's unwillingness to develop his property even if zoning allows for further development.

The potential discrepancy between zoning vacant land for development and development interest on the part of landowners also exists for lots that are vacant in their entirety. This discrepancy is difficult to quantify and little empirical research has been done on the topic. This analysis employs a holding factor of 15% applied to all land as a conservative estimate to account for the fact that a portion of the land within the vacant land supply will not actually be offered for sale/development on the market.

The combined effects of these factors are illustrated by the calculations provided with Figure 10 on the following page.

Figure 10. 2025 Mount Vernon Commercial & Industrial Land Demand

	Industrial	Commercial	Government	Total Non-Industrial*	Notes
Assumptions					
Employees/net acre	6.5	20	20		Based on assumptions for urban densities in the Skagit countywide 2003 land need forecast
Land adjustments (net to gross)					
Environmental constraints	13%	13%	13%		Weighted average of documented Mount Vernon developments (Buildable Lands Analysis appendices)
Infrastructure	20%	20%	20%		Weighted average of documented Mount Vernon developments (Buildable Lands Analysis appendices)
Market factor	25%	25%	25%		To account for varying market preferences & user requirements
Land in holding	15%	15%	15%		To account for land not offered for sale
Land Demand by 2025					
Job growth by 2025	1,519	10,429	1,438	11,866	Based on 2025 employment projection. 40% of government increase excluded to approximate for school employment
Net acres needed by 2025	234	521	72	593	Total job growth divided by employees/net acre
2005 net acres supply	27	334	-	334	Existing supply is reported in net acres (2005 Buildable Lands Analysis)
Difference: net acres	207	187	72	259	Net acres needed by 2025 minus 2005 net acre supply
Adjustments to Land Demand by 2025: Net to Gross					
Environmental constraints	234	212	81	293	Adjustment to net acre demand by 2025
Infrastructure	282	255	98	353	Adjustment to net acre demand by 2025
Market factor	352	319	122	442	Adjustment to net acre demand by 2025
Land in holding	405	367	141	508	Adjustment to net acre demand by 2025
Difference: gross acres	359	325	125	450	UGA expansions will be determined in gross acreage
Total acres needed	809				

*Note: Total non-industrial is the sum of the commercial and government columns.

Source: E.D. Hovee & Company, LLC; City of Mount Vernon 2005 Buildable Lands Analysis*; Historic Commercial & Industrial Land Allocation*, EDH memo February 22, 2005.

Future employment growth (and the land it requires) will in part be accommodated by land available for development as of 2005. The 2005 Buildable Lands Analysis indicates that a total of 361 acres are currently available in lots within a potentially usable size range (27 industrial acres in parcels greater than one acre; 334 commercial acres in parcels greater than one-quarter acre). While new development interest is expected to focus on much larger size lots – based on broker and economic development council (EDASC) input as described in the following section – smaller existing lots have been included in the inventory of viable sites as they will accommodate (likely more limited) interest in smaller, infill sites. No available vacant land was identified in the report as being currently available for public (government sector) uses.

In summary, this analysis indicates need for an additional 809 *gross* acres of commercial and industrially designated land. Net land demand was translated into gross land demand through the adjustments outlined in the preceding text and Figure 10.

More than half of the identified need is for commercial zoning, 450 gross acres. Demand for commercial acres is generated through both commercial and government job growth, as many government sector jobs are sited within typical office buildings developed on commercially zoned land. (60% of total government sector jobs were estimated to locate within commercially zoned land.)

Demand for additional industrial acreage (future need minus existing supply) is estimated at 321 gross acres. Depending on precise zoning categories, it is possible that some industrial acreage may also accommodate a portion of commercial needs. An example would be Mount Vernon's combined Commercial-Limited Industrial (C-L) zone, offering greater flexibility and responsiveness to changing market conditions as they arise.

To satisfy these needs for additional commercial and industrial acreage, Mount Vernon will need to look primarily outside the existing UGA as substantial opportunities for redevelopment or re-zoning within the existing UGA are relatively limited. A particular priority for this analysis is to also address the City's policy priority for larger sites competitive in the regional market. This is based on the recognition that much of the existing inventory – dominated by small parcels – is not suitable for substantial industrial and commercial development. A discussion of parcel size appropriate to accommodate market demand follows.

IV. EXISTING AND RECOMMENDED PARCEL SIZE

A final remaining consideration is the parcel sizes associated with Mount Vernon's existing land supply. In addition to total acres, to attract and accommodate development an urban growth area's land supply should be configured in appropriately sized parcels. 'Appropriate' includes a range of sizes to meet market demand and can vary by specific industrial/commercial land use.

Existing Parcel Size Distribution. The City's existing inventory of vacant commercial and industrial lands is detailed in the following table, classified both by parcel size and whether the parcel is vacant in its entirety or is a portion of a larger parcel on which some development exists – these are referred to as remainder parcels. The table excludes industrially-zoned parcels under one acre and commercially-zoned parcels under one-quarter of an acre.

It is noted that these relatively small parcel size thresholds should not be expected to adequately address that majority of the City's employment growth needs over the 2005-2025 period. While smaller firms can utilize some smaller parcels and there may be some opportunities to assemble contiguous parcel, the majority of the need should be anticipated to be met by substantially larger parcels.

Parcel Size Limitations. Inventory results indicate that for both industrial and commercial parcels, Mount Vernon's inventory is slanted towards small parcel sizes. For commercial lots considered within this report – which excluded the smallest of lots, under one-quarter acre – 26% average one-half acre in size and another 40% average two acres.

As illustrated by the next section to this report, shifting to much larger acreage sites is recommended to be more broadly competitive to meet current commercial center requirements. Recommended is that 85% of the commercial inventory be in 10+-acre sites.

This analysis does not consider industrial lots below one acre in size – due to lack of market viability at this small size for most industrial uses. Above this size cut-off, 72% of industrial lots average just over two acres in size. Even at two acres, the inventory is substantially *out of synch* with current and anticipated market requirements. As illustrated by the next section, greater emphasis is needed in the parcel size ranges of 5-10 acres and 10+ acres.

Of the total inventory of 361 industrial and commercial acres it is noted that:

- Close to one half of the acreage is comprised of remainder rather than stand-alone parcels; these may be less likely to develop, especially for firms not currently in the Mount Vernon area.
- Mount Vernon currently has no industrial parcels of 10+ acres in size and no commercial parcels of 15+ acres in size; lack of larger parcels limits competitiveness for both uses.
- The City has identified and evaluated nine areas in which contiguous parcels with developable land (within the existing UGA) may be aggregated to form bigger parcels ranging from approximately five to 25 *net* acres under up to five ownerships. This evaluation is detailed in the narrative accompanying Map B. Aggregations are another constructive approach to shifting the UGA's vacant land supply to better match market

demands. However, these potential aggregations are not reflected within Figure 11 as aggregating parcels – particularly under separate ownerships – introduces numerous additional hurdles into the development process, and the extent of property owner interest has yet to be ascertained.

The remainder of this section of the report compares the size distribution of the UGA's existing inventory with market input on parcel sizes that would best match market demand.

Figure 11. Land Supply by Parcel Size (2005)

	10,000 sf - 1 acre		1 - 5 acres		5 - 10 acres		10 – 15 acres		15 - 20 acres		>20 acres		Total	
Type of Lot	**Parcels**	**Acres**	**Parcels**	**Acres**	**Parcels**	**Acres**	**Parcels**	**Acres**	**Parcels**	**Acres**	**Parcels**	**Acres**	**Parcels**	**Acres**
Stand Alone Parcels													93	180
Commercial	56	32	27	57	5	30	5	60	-	-	-	-	4	14
Industrial			3	6	1	8	-	-	-	-	-	-	97	193
Total	56	32	30	63	6	38	5	60	-	-	-	-	155	154
Remainder Parcels														
Commercial	117	53	35	76	2	12	1	12	-	-	-	-	155	154
Industrial			6	13	-	-	-	-	-	-	-	-	6	13
Total	117	53	41	89	2	12	1	12	-	-	-	-	161	168
All Parcels														
Commercial	173	85	62	133	7	43	6	72	-	-	-	-	248	334
Industrial			9	15	1	8	-	-	-	-	-	-	10	27
Total	173	85	71	153	8	50	6	72	-	-	-	-	258	361
Per. of acres stand alone*		60%		41%		76%		83%					38%	54%

*Note: Describes percent of existing inventory represented by parcels vacant in their entirety as opposed to remainder parcels.

Source: City of Mount Vernon, E.D. Hovee & Company, LLC.

INDUSTRIAL LAND PARCEL SIZING

Market Input. Key factors in the provision of industrial land are cost and accessibility. Don Wick, Executive Director of the Economic Development Association of Skagit County (EDASC), states that the average cost of Skagit County land is around $4 per square foot. Prices tend to be well above this range within Mount Vernon, around $8 per square foot, in part due to the location of many industrial lots along the freeway. Much of this land is along I-5 in South Mount Vernon.

To encourage new industrial investment within Mount Vernon, Wick sees providing lower cost land options as being of fundamental importance. Current development patterns for higher priced Mount Vernon land indicate a relatively slow development pace for this higher cost land. Development that does occur is limited to those industrial or manufacturing companies that most need direct freeway visibility. Land that is not developed is under pressure to transition to commercial zoning.

In terms of access, EDASC does not see Mount Vernon as necessarily better positioned than other areas of Skagit County outside of the city. The biggest need regarding access is for *larger sites* served by rail; Wick describes demand for these sites as on the rise – which corresponds with recent experience generally throughout the Pacific Northwest and U.S.

The most typical request for industrial sites currently is within the five to ten acre range. Anything below three acres is considered 'very small' for industrial development, particularly for manufacturing employment (which tends to be higher density and higher income).

EDASC receives inquiries for land above the 10 acre range as well. Although these are less frequent, Mount Vernon has virtually no inventory of these parcels at present. In effect, EDASC is most frequently unable to work with such requests given the historic unavailability of this parcel size.

Existing & Recommended Supply. Mount Vernon's existing land supply includes only a single parcel of land zoned for industrial use larger than five acres (the parcel is eight acres). An additional nine parcels are available in the one to five acre range; the average size of these parcels is 2.1 acres, below the size range of the bulk of industrial land inquiries.

In light of this mismatch between the city's existing supply and market demand, it is recommended that industrial lands brought into the City's UGA consist primarily of larger parcels. The following table illustrates one potential distribution to reach the city's estimated land need. Total acres are equivalent to 2025 demand for gross industrial acres (359) minus infrastructure (20%). Acreage ranges are intended to describe actual parcel size, deducting for roads but not for environmental constraints.

Figure 12. Recommended Industrial Parcel Size Distribution

	# of Parcels	Avg Size (acres)	Total Acres	% of Total
3-5 acres	12	4	48	17%
5-10 acres	22	8	176	62%
10+ acres	4	15	60	21%
	38	7	284	100%

Source: E.D. Hovee & Company, LLC.

COMMERCIAL LAND PARCEL SIZING

Market Input. The appropriate range for commercial sites is more difficult to generalize, as it varies by retail type. Commercial real estate brokerage firms describe numerous types of retail currently missing from not only the Skagit County market, but the entire region north of Seattle. These retail types could be targets for growth, and include hard goods – automobiles, boats, motorcycles – and retailers that target disposable income, such as higher quality home furnishings, clothing and electronics.

Mount Vernon is geographically well-positioned to serve as a retail hub for a multi-county region, and retailers have yet to catch up with the changing demographics of northwest Washington State. The key question is whether area incomes will continue to increase on their current trajectory to attract retailers that have previously by-passed the Skagit County and in some cases the entire northern Puget Sound market.

In terms of the form that new retail development would take, one commercial realtor stated that the largest need for Mount Vernon retail space is for a large format lifestyle center. This center type is currently the dominant forms of retail development, comprising 43% of new retail construction nationwide in 2005. A power center and/or lifestyle center would require around 20 – 40 acres (corresponding to a building size range of 250,000 to 450,000 square feet at a 0.30 lot coverage ratio). One commercial realtor stated that retailers tend to follow one another and lifestyle centers are the current trend. Mount Vernon currently has no parcels available in this size range.

Urban retail is another prominent development type at 30% of nationwide construction (Shopping Centers Today, January 2006). Urban retail development has clustered in regions in which in which the urban core is supported by strong housing growth and demographics. In less densely developed areas, larger format retailers tend to dominate local commercial construction trends.

Smaller retail centers have become less successful over the past few years, largely due to the financial struggles of their traditional anchor – the neighborhood grocery store. For example, large format grocers (Wal-Mart, Costco) have exerted pressure on mid-size and mid-priced grocers such as Safeway and Albertsons, evidenced in their recent quarterly losses (last two quarters of 2005), struggles to maintain market share, closure of weaker stores and lack of new store expansion.

Neighborhood centers comprised just 8% of retail construction in 2005. Even these smaller neighborhood centers generally require anywhere from 10 – 25 acres. While Mount Vernon does have commercial sites in the 10-15 acre range, none are available at 15+ acres.

In terms of capturing new retailers and significantly impacting Mount Vernon's retail sales tax base, targeting larger format retailers and centers that will house higher-end retailers may be the City's best bet.

Reinvestment in existing commercial space is another important component of accommodating commercial growth and ensuring responsible land use. Downtown Mount Vernon was described as having sufficient and appropriately sized leasing opportunities but as in need of investment (including flood protection and parking improvements) to help it serve more effectively as a more substantial retail destination. Additional housing units, parking and the completing of the on-going waterfront revitalization effort were also cited as keys to supporting downtown commercial space.

The other commercial hub cited as in need of additional investment was the Riverside Drive and East College Way area, where buildings have not been upgraded in 20 years and at this point are behind current retail trends. The aging character of this corridor coupled with lack of consistent reinvestment will draw tenants away from the commercial corridor and towards newer space opportunities.

Existing & Recommended Supply. The City's supply of commercial space, like its industrial land inventory, is dominated by small lots – one-quarter average 0.5 acres, another 40% average two acres. For commercial use, lots smaller than one acre have not been omitted given the in-fill potential they represent.

A recommended distribution of new land focuses exclusively on parcels larger than five acres, and includes several very large parcels (three at 40 acres) to accommodate and provide market selection for a possible regional lifestyle or other format retail center.

Figure 13. Recommended Commercial Parcel Size Distribution

Parcel Size	# of Parcels	Avg Size (acres)	Total Acres	% of Total
5 acres	5	5	25	7%
10 acres	11	10	110	31%
20 acres	5	20	100	28%
40 acres	3	40	120	34%
Total	24	15	355	100%

Source: E.D. Hovee & Company, LLC.

Use of larger parcels is not limited only to retail use. In particular, parcels in the 20-40 acre range can be appropriate candidates for office and business parks. The target total commercial square footage is equal to the 2025 gross demand for commercial land (450 acres including government jobs in commercial settings) minus a 20% deduction for roads and infrastructure. Again,

recommended size distribution is intended to describe actual parcel size, deducting for roads but not for environmental constraints.

COMMERCIAL & INDUSTRIAL PARCEL LOCATION

While evaluating the suitability of unincorporated land surrounding Mount Vernon's existing UGA is beyond the scope of this report, realtors interviewed did express opinions about what locations are most viable from a market perspective.

For commercial development, highway access and highway visibility were consistently cited as key criteria. These characteristics are especially important to large format retailers and larger retail centers (e.g. lifestyle centers). Mount Vernon's ability to attract these retail types is in part dependent on the provision of sufficiently large commercial lots with easy arterial/highway access and highway visibility.

In contrast, for many industrial businesses highway visibility is not as important. More important is land that is priced right – within the $4 per square foot range. Second to this may be access, the ability for materials to move in and out of the site with ease. Access via arterials and highways is important. Parcels with rail access are especially hard to come by; rail access should be a criteria considered in allocating future industrial land.

Evaluating the accompanying Map A and taking the above-referenced factors into account (i.e., highway visibility, availability of large lots and easy access), it appears that the City will be need to look outside of the existing UGA to site the needed commercial and industrial acreage. Areas to the east of Interstate 5 are largely zoned for residential uses needed to accommodate the population that the City is slated to receive through the year 2025. While the City's Buildable Lands Analysis does indicate that the City has a supply of residentially zoned land slightly in excess of what may be needed, the location of the undeveloped residentially zoned land – generally in the eastern portion of the City – is undesirable for siting commercial or industrial developments given its indirect access and for commercial uses, lack of visibility.

VII. MOUNT VERNON LAND ALLOCATION HISTORY

This needs analysis concludes with a review of land allocation for industrial and commercial use dating to the inception of planning pursuant to the 1994 statewide Growth Management Act. This section summarizes that history to provide a context for understanding and documenting Mount Vernon's continued shortage of commercial and industrial land. Attachment G is a 2005 E.D. Hovee & Company memo analyzing the City's historic commercial and industrial land allocations.

Initial GMA Plan. Mount Vernon's UGA boundary has not been amended since its initial adoption in 1996. Upon adoption in compliance with the Growth Management Act (GMA), Mount Vernon's UGA was understood to include 771 acres of vacant commercial and industrial land and 489 acres of developed commercial and industrial land. In the past 10 years, numerous studies have been completed with the intent to better define the City's available land supply and to demonstrate the need for additional commercial/industrial land allocations.

2000 Update. In 2000, Mount Vernon was allocated 98 acres of commercial/industrial land via the Countywide Planning Policies adoption. However, this allocation was never actually assigned (the actual UGA boundary was never changed). Translated to gross acres – meaning increasing the allocation to account for environmental constraints, infrastructure and a holding factor – this equates to roughly 146 acres. The 98 acre figure already incorporated a market factor.

Current Update Process. A second Mount Vernon UGA allocation process is currently underway. With this process, 90 acres are proposed to be allocated to Mount Vernon as part of the county's 2005 Comprehensive Plan update. The anticipated completion date for that project is August 2006. These acres are not associated with actual parcels at this stage; the assignment of specific parcels would be a second step. As proposed, the allocation also describes net acres (but including market factor); it corresponds to roughly 134 gross acres according to the methodology employed in this report.

Figure 14. Discrepancies in Mount Vernon UGA Land Assumptions

Acres	Notes
489	Original UGA estimate, for *developed* commercial and industrial land as of UGA adoption
771	Original UGA estimate, *vacant* for commercial and industrial land as of UGA adoption
1,260	Original UGA estimate, *total* for commercial and industrial land
146	Gross acre equivalent of recommended 98 net acre increase for vacant commercial and industrial land via Countywide Planning Policies 1.1 (adopted in 2000). Acreage recommended was never assigned.
134	Gross acre equivalent of anticipated 90 acre allocation for vacant commercial and industrial land via the 2005 Skagit County Comprehensive Plan update. Represents net rather than gross acres. Update anticipated complete in August 2006; acreage not yet assigned.
1,5390	Theoretical UGA total for commercial and industrial land, 2006
1,218	Actual UBG total for commercial and industrial land, 2006
322	Difference between planning documents and actual land inventory.

Source: *Historic Commercial & Industrial Land Allocations, February 22, 2005*, E.D. Hovee & Company; interview with Skagit County planning department staff; City of Mount Vernon; City of Mt Vernon 2005 Buildable Lands Analysis.

Report's Relation to Previous Work. While this report diverges from the methodology of previous county-wide employment forecasts, its results are consistent with previous work. The percent of County *employment* capture this report recommends is only slightly higher than the percent of County *population* capture allocated to Mount Vernon through the 2003 Population & Employment Allocation process, detailed in the report attached as Appendix B.

County planning staff has described the on-going 90 acre allocation as derived from a countywide employment and land demand forecast completed by E.D. Hovee & Company in 2003 (Appendix F). That report called for a total of 65,100 countywide jobs (excluding self-employed residents) by 2025, a population-driven projection that increased labor force participation slightly according to state trends but otherwise held the jobs to population ratio constant. A portion of countywide projected employment growth and associated land needs (the majority) was then allocated to Mount Vernon as follow-up to that study.

This report contrasts with the 2003 Countywide Employment Forecast in that it provides a policy-driven, city-specific employment projection incorporating both observed job growth trends and policy objectives to increase the City's jobs/housing ratio and its share of the region's commercial employment. It calls for 31,388 jobs within the Mount Vernon UGA by 2025, or 48% of the 2025 countywide employment total projected through the 2003 E.D. Hovee & Company study.

With the recommended allocation, Mount Vernon's 2025 share of countywide employment (projected in 2003) is thus only slightly higher than Mount Vernon's share of 2025 countywide population growth as allocated through the 2005 Skagit County population allocation process (see Figure 1). The 2005 Skagit County population allocation process called for Mount Vernon to capture 42% of countywide population growth by 2025.

The discrepancy between these capture rates – 48% of countywide job growth and 42% of countywide population growth – is justified by Mount Vernon's need to compensate for past

population growth that has outpaced employment growth, eroding its jobs housing balance and ability to support services for its growing residential base.

Summary Notes. This updated 2006 *Commercial & Industrial Land Needs Analysis* represents a fresh look at both supply and demand based on 2005 employment, 2025 employment projections and 2005 land supply via a city-specific perspective. As such, previously allocated acres should not be construed as being *in addition* to the need for additional acres by 2025 documented with this updated analysis.

However, Mount Vernon's history of past demonstrated need without any corresponding actual land assignment does provide an important context to understanding the challenge the City has faced in providing the job base needed for local economic vitality. Of particular importance has been the inability to provide land zoned for employment uses in parcels large enough both to meet market demand and to sufficiently increase the community's commercial jobs share. The result has been inadequate growth of jobs and services to support Mount Vernon's rapidly growing residential population.

ENDNOTES

[1] Information for this report has been compiled from sources that are specifically cited within the body of this report. E.D. Hovee & Company, LLC does not guarantee the accuracy of information from third party sources.

The findings and conclusions contained in this report are those of the author. They should not be construed as representing the opinion of any other party prior to their express approval – whether in whole or in part.

[2] The 2000 Mount Vernon UGA jobs-housing figure was derived from the 2000 UGA population estimate as reported by Berryman & Henigar and the 2000 UGA job count as reported by Washington State Employment Security. The average City of Mount Vernon household size (Census) was applied to the UGA population to determine households within the UGA geography.

2005 Buildable Lands Analysis

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Map 7	Public Lands

BACKGROUND

There are six (6) counties in Washington State that are mandated to complete buildable lands inventories per an amendment to the Growth Management Act (GMA) in 1997 (RCW 36.70A.215); however, Skagit County is not one of the six (6). Even though there is not a State mandate to do so, the City feels strongly that the only way to decide the future vision of the City is to have an accurate account of the existing lands available for development. To this end, the City made a commitment to complete an in-depth inventory of the available buildable land within the City limits and the urban growth areas (UGAs) during its 2005 Comprehensive Plan update.

After looking at the way in which other counties in the State have inventoried their buildable lands, the City devised a methodology and data collection system that is described in the following sections. The methodology utilizes what was deemed as the best available information and reasonable methodological assumptions have been made. All information sources are cited and the methodological assumptions are explained in this document.

This inventory will provide the City with a coordinated system for collecting and monitoring data with regard to growth and development occurring within the City and the UGAs even after the 2005 Comprehensive Plan update process. City staff will be able to update this inventory as often as needed to provide City officials with the information they will need in the future to recommend sound planning policies.

BUILDABLE LANDS TARGET

The Buildable Lands analysis shows that the City is able to accommodate the additional residential growth anticipated through the year 2025. The following table shows the population allocation that was agreed to in 2003 by the Growth Management Act Steering Committee, which is comprised of City and County representatives.

Table 1.1: Population Allocation and Target

Jurisdiction (City & UGAs)	2000 Population	2025 Allocation	Population to Accommodate	Less Population Accommodated from 2000 to 2003	Target Population	Target Population Converted to Dwelling Units
Mount Vernon	28,332	47,900	19,568	2,857	16,711	6,076

Between 2000 and 2003 the City issued 1,039 residential building permits. The 2000 census established that the average household size in the City is 2.75 people. Using this information, it can be assumed that the City accommodated 2,857 people between 2000 and 2003. So, the number of people that the City is tasked with accommodating through the year 2025 can be reduced to 16,711 people. By taking the average household size of 2.75 the City can calculate the number of households needed, which would be 6,076.

The following analysis took into account the 1,039 residential building permits issued between 2000 and 2003 to make sure that these units were not counted as parcels were additional homes could be constructed to meet the 6,076 household target.

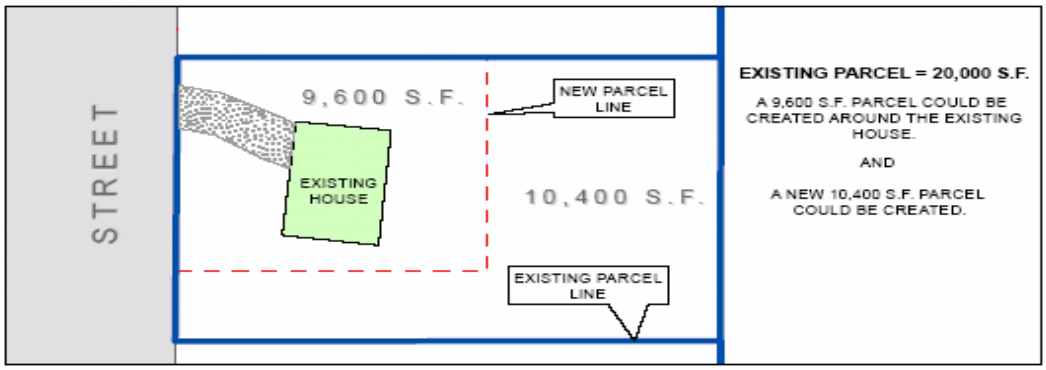
RESIDENTIAL LANDS

To quantify the amount of land currently occupied with residential structures, and the amount of land available for future residential development, a current Skagit County Assessor's parcel map with an aerial photograph overlay was downloaded into the City's Geographic Information System (GIS). For each parcel zoned Residential Agricultural (R-A), Single-Family Residential District (R-1), Two-Family Residential District (R-2), Multifamily Residential District (R-3) and (R-4) and Residential Office (R-O) the following base information was tabulated:

- Lot size.
- Minimum lot size for the zoning district in which the parcel is located.
- Approximate square footage of residential structures including any accessory structures such as garages or storage buildings greater than 200 square feet in size. Structures 200 square feet in size or less were not quantified as they are not regulated by the City building code and these types of structures are generally movable.
- Approximate square footage of critical areas including wetlands, streams, floodways or areas of geologic hazard, and their associated buffers. Please see the section labeled: *Critical Areas and their Buffers*, for additional information on how these areas were identified and quantified.

Following the collection of the above-referenced "base information" each **vacant** parcel zoned R-A, R-1, R-2 and R-O was then evaluated to see if there was land on that same parcel equal to the minimum lot size of the zoning designation of the parcel not encumbered by the applicable base data. If there was square footage over the minimum zoning requirements, the minimum lot size was divided into the square footage not encumbered by the "base data" to see how many lots could be created up to nine (9) additional lots.

If there was an existing structure on a parcel, the minimum lot size of the zoning district in which the house was located was subtracted from the gross parcel area to see if additional lots could be created on the parcel. For example, if a parcel zoned Residential-1, with a 9,600 square foot minimum lot size was 20,000 square feet it size and it had an existing home on it, the existing home would be tabulated and it would be assumed that one (1) additional lot could be created.



Parcels that had existing structure(s) that were found to have enough square footage to create additional lots were also evaluated to make sure that the placement of the existing structure(s) did not preclude additional development on the parcel. There were over 200 parcels within the Residential zones were further development was not possible because the existing structure(s) were placed in a way (generally near the middle of the parcel) making it impossible to subdivide and construct another home.

In situations where more than nine (9) lots could be created on a parcel after taking out the "base data" and dividing the "left over" square footage by the minimum lot size dictated by the zoning of the site; an additional twenty percent (20%) of the square footage was taken out of the area that could be used to create lots to account for the roads and stormwater facilities necessary to serve these lots. The threshold of nine (9) lots was chosen as the City allows short plats up to nine (9) lots and the City allows private streets to serve short plat developments. Private streets are usually located within easements and the area of the private street is part of the lot that is created.

The twenty percent (20%) roads and stormwater facilities figure was determined by looking at the streets and detention areas needed to serve ten (10) plats located throughout the City. All of the plats chosen, with the exception of the Rosewood P.U.D., were submitted to the City between 2002 and 2005. Each of the plats was analyzed to see how much of the original parcel was necessary to provide for streets and utilities. On average, it was found that 23% of the gross site area was needed for roads and stormwater facilities. To account for future technologies and reduced right-of-way widths for roads (that will likely be utilized in the future) twenty percent (20%), instead of twenty-three percent (23%) was used for this calculation. Reduced right-of-way widths on developments will be utilized to a greater extent in future developments because in January 2005 the City adopted new road standards that in most cases will reduce right-of-way widths from 60 feet to 47 feet, or less on some types of roads within a plat. Copies of the referenced plats and calculations are contained in **Appendix A**.

For parcels zoned R-2 and R-2A that were between 6,000 and 7,599 square feet in size it was assumed that one (1) single-family home would be constructed, per the City zoning ordinance. On parcels 7,600 square feet or larger, 7,600 was divided into the area of the parcel to determine how many duplex units could be constructed.

The City's Comprehensive Plan allows for a density of between 12 and 18 dwelling units per acre on sites zoned R-3 and R-4. The range in density is due to the fact that increases in density can be achieved by going through a planned review process, by providing parking under the proposed apartment buildings or by developing affordable housing. For parcels with these zoning designations a density of 13 dwelling units per acre was calculated from the gross acreage of the parcel if it was greater than 7,600 square feet in size. This density was determined by analyzing five (5) multi-family developments that had been submitted between 1998 and 2004 in the City and taking an average of the densities on these developments. **Appendix B** contains a table of the multi-family development that were analyzed.

For parcels zoned R-3 and R-4 that were between 6,000 and 7,599 square feet in size, per the City zoning ordinances, it was assumed that one (1) dwelling unit would be constructed, and for parcels that were 7,600 square feet in size it was assumed that a duplex unit would be constructed.

Within developments that have had Master Plans approved by the City Council; such as the Eaglemont and Skagit Highlands P.U.D.s, the future development potential was ascertained by evaluating the densities that their respective Master Plan allowed for, because these plans have the most accurate site specific information as they have already completed a planned process.

The City has 239 parcels which equal approximately 576 acres of property currently zoned Residential-Agricultural (RA) within the current City limits. Of the 239 RA zoned properties, 227 have an existing Comprehensive Plan designation of: Medium or High Density Single Family or Low to Medium High Density Multi-family. These parcels were categorized into the zoning designation that is consistent with their Comprehensive Plan designations. For example, parcels that had a Comprehensive Plan designation of Medium Density Single-Family were assumed as having a zoning designation of Single-Family Residential with a 9,600 square foot minimum lot size. Through the 2005 Comprehensive Plan update process the City will be putting Goals, Policies and Objectives and development regulations into effect that will encourage the rezoning of these RA properties. In addition, through the 2006 Comprehensive Plan update process the City will contact the property owners of all of these parcels and offer to complete a City initiated rezone to make all of these parcels consistent with their Comprehensive Plan designations.

COMMERCIAL, INDUSTRIAL AND RETAIL LANDS

To quantify the amount of land currently occupied with commercial, industrial and retail structures and the amount of land available for these types of developments; again a current Skagit County Assessor's parcel map with an aerial photograph overlay was downloaded into the City's Geographic Information System (GIS). For each parcel zoned Professional Office (P-O), Limited Commercial (LC), Central Business (C-1), General Commercial (C-2), Community Commercial (C-3), Neighborhood Commercial (C-4), Commercial/Limited Industrial (C-L), Light Manufacturing and Commercial (M-1) and Industrial (M-2) the following base information was tabulated:

- Lot size.
- Approximate square footage of any structures including any accessory structures such as garages or storage buildings greater than 200 square feet in size. Structures 200 square feet in size or less were not quantified as they are not regulated by the City building code and they are generally movable.
- Approximate square footage of discernable impervious surfaces such as driveways or parking lots.
- Approximate square footage of any detention or water quality facilities on the site.
- Approximate square footage of critical areas including wetlands, streams, floodways or areas of geologic hazard and their associated buffers.

Following the collection of the above-referenced "base information" each parcel was then evaluated to see if there was at least 10,000 square feet of contiguous land available on the same parcel that was not encumbered by the base data. If there was more than 10,000 square feet of land not encumbered by the base data, ten percent (10%) of the square footage was taken out to account for roads and utilities. The remaining square footage was then tabulated.

The ten percent (10%) that is taken out of the square footage for roads and utilities was determined by evaluating three (3) commercial/industrial developments within the City's UGA that were created between 1997 and 2003. These developments were utilized instead of developments within the City because Skagit County (who had jurisdiction over the development standards on these parcels) required that stormwater facilities for all of the proposed lots within the development be constructed prior to the subdivision of the sites. The City of Mount Vernon does not require this when a site is developed; instead the City requires stormwater facilities on a site by site basis following the subdivision of a parcel. The road and infrastructure requirements are comparable between the City and Skagit County as both jurisdictions mandate the use of the 1992 Department of Ecology's, Stormwater Manuel for the Puget Sound Basin, and the commercial/industrial road standards are similar. In **Appendix C** is a table of the three (3) above-referenced developments.

A 10,000 square foot lot size was chosen as the minimum lot size for a stand alone development after looking at 73 commercial/industrial lots within the City and finding that the average lot size of these lots was 1.44 acres. A table of these lots is contained in **Appendix D**. The smallest lot found in these developments was 10,000 square feet in size. Therefore, the assumption was that if a commercial/industrial lot with an existing development had between one (1) and 9,999 square feet of land not encumbered by the base data, that this area will be utilized by the existing development for future expansion. For lots that did not have any existing development; the square footage of these lots was tabulated even if they were less than 10,000 square feet in size.

The configuration of the commercial, industrial and retails lands available for development was also taken into consideration, because there were parcels where even through there appeared to be enough square footage for either an expansion of an existing building or for a new building to be constructed, the shape of the individual lot would prohibit it. The columns labeled "Summary" within **Table 1.4** has this square footage taken out the totals shown in these two columns.

PUBLIC LANDS

To quantify the amount of land currently occupied with public uses, which include areas with Comprehensive Plan designations of: Government Center (G), Churches, Community College, Schools (CH, CC, S), Community Park, Neighborhood Park (CP) and Open Space / Cemetery (OS); which usually have a zoning designation of Public (P), again a current Skagit County Assessor's parcel map with an aerial photograph overlay was downloaded into the City's Geographic Information System (GIS). For each of these parcels the following base information was tabulated:

- Lot size.
- Approximate square footage of any structures including any accessory structures such as garages or storage buildings greater than 200 square feet in size. Structures 200 square feet in size or less were not quantified as they are not regulated by the City building code and they are generally movable.
- Approximate square footage of discernable impervious surfaces such as driveways or parking lots.
- Approximate square footage of any detention or water quality facilities on the site.
- Approximate square footage of critical areas including wetlands, streams, floodways or areas of geologic hazard and their associated buffers.

The publicly zoned areas where tabulated; but not analyzed as areas for future development because for existing church and school sites a majority of the parcels analyzed showed that most of the site is currently utilized or Master Plans have been completed showing that future development is envisioned. In the case of parks, the open space areas are just that, open space, where development will likely not occur. Cemeteries were also not considered as developable areas as it is likely that unused land within existing cemeteries will be used for future burial sites.

CRITICAL AREAS AND THEIR BUFFERS

The City has several general mapping tools that identify potential critical areas within the City. For the purposes of this inventory, critical areas that were evaluated include streams, wetlands, floodways and steep slopes.

Streams

In 2001, the City hired Shannon & Wilson (S&W) to inventory the existing streams within the City and to provide general locations of suspected wetlands. A majority of the stream segments were walked from their confluence to their headwaters by biologists from S&W. There were instances where private property access did not allow a biologist to walk a stretch of stream; however, aerial mapping was used to fill in these areas. As a result of this work, the City has a useful set of maps with the locations of our stream systems shown.

In 2003, the City hired Jones & Stokes to complete a critical area update for the City. Part of this update included categorizing streams within the City and assigning new buffer widths. To date, Jones and Stokes has categorized the streams within the City as fish bearing, perennial and intermittent. Figures 1 through 4 identify the mapped streams. The streams shown in red are the fish bearing streams, the orange streams are perennial and the yellow streams are intermittent.

Exclusively for the purposes of this inventory, it was assumed that the inner management zones recommended by the initial work completed by Jones and Stokes would be considered undevelopable. This in no way implies that the City will adopt these buffer widths in 2006 when the development regulations for critical areas are officially adopted.

This means that for fish bearing streams (shown in red) a 75-foot buffer, for perennial streams (shown in orange) a 50-foot buffer, and for intermittent streams (shown in yellow) a 35-foot buffer was identified and assumed unusable for development. The buffer widths applied to both sides of a stream.

Table 1.2: Jones and Stokes Stream Buffers Utilized

Stream Type	Color on Map	Inner Buffer Width
Fish Bearing Stream	Red	75 feet
Perennial	Orange	50 feet
Intermittent	Yellow	35 feet

Wetlands

The City had reconnaissance level wetland mapping done by Shannon & Wilson (S&W) in 2000. This information proved to be the most difficult element to factor into the buildable lands analysis. This information was difficult to use because it is far more general than the stream, floodway or steep slope information is. The S&W wetland mapping is a compilation of soil information from the U.S. Soil Conservation Service, the National Wetland Inventory maps, the Department of Natural Resources mapping, a handful of actual delineation reports that had been previously submitted to the City, aerial photography, and windshield surveys by S&W biologists. This report states that, "this inventory is only an approximation of wetlands within the City limits and the UGA boundary" (1).

Comparing the wetlands shown on the S&W mapping and actual wetland reports and delineations generally shows that the S&W maps identify more wetland areas on a site than what is actually found when the site is evaluated by a biologist. **Appendix E** contains a table of 17 plats, P.U.D.s and developments and compares the approximate percentage of the site shown as wetlands by the S&W mapping and the known percentage of wetlands plus their buffers that have actually been delineated on each site. On the sites where more wetlands were shown than delineated by a biologist, on average, the S&W mapping showed 68% more wetland areas.

Even though a majority of the sites evaluated showed more wetlands on the S&W maps than what was actually delineated, there were exceptions. For instance, the area where the Plat of T.J. Townhouses was developed (Section 16, Township 34 North, Range 4 East, W.M.) there was only a 4% difference between what was shown on the S&W map and what was delineated, and the Plat of Big Fir (Section 28, Township 34 North, Range 4 East, W.M.) has 2% more wetlands delineated on the site versus what was shown on the S&W map.

Because of the significantly stronger trend of the S&W map to identify more wetland areas than actually exist, and because a property owner could go through the necessary steps to obtain approvals from the Corps of Engineers and the Department of Ecology to fill portions of wetlands that may exist on their property, it was assumed that if a wetland was shown on a parcel forty percent (40%) of what was shown was considered undevelopable.

After completing the first run of the buildable lands model assuming that forty percent (40%) of an identified wetland area would be considered un-developable, a second run was completed to ensure that the analysis did not understate the amount of wetlands that could be delineated within the City. The second run of the analysis assumed that sixty percent (60%) of an identified wetland area would be considered un-developable.

Floodways

Areas that have been classified on a Flood Insurance Rate Map (FIRM), which is mapped by the Federal Emergency Management Agency (FEMA), as being a floodway have been deemed undevelopable for this inventory as FEMA will not allow new development within these areas. There are areas in the City where there is existing development in areas designated as floodways; and these areas were tabulated, but as stated above, it was assumed that no new development would occur on these parcels.

The area located to the north of East Stewart and Hoag Roads, east of Interstate-5 and west of the Burlington-Northern railroad tracks was not considered as an area where additional homes would be constructed due to the close proximity of the existing levee system to the Skagit River. The analysis only tabulated the existing homes in this area.

Steep Slopes

Digital orthophotographic mapping was created for the City in the summer of 2000 by Entranco and Triathlon Mapping. This mapping was then used to create topographic maps for the City. The digital topographic maps were utilized to identify slopes over forty percent (40%) that were then considered undevelopable for this inventory. In addition, and in accordance with the current Mount Vernon Municipal Code (MVMC) 15.40.150, a 25-foot buffer from the top, toe and sides of any areas with a slope over forty percent (40%) was also deemed undevelopable.

CONCLUSIONS

The following tables identify the zoning designations within the City, the type and amount of development on those parcels, and the amount of land left for development.

Table 1.3, the Buildable Lands Residential Summary, shows that 11,207 additional residential lots could be created within the City and its associated UGAs. Utilizing the average household size of 2.75 people per household (which was calculated by the 2000 U.S. Census) 11,207 lots would equal a population of 30,816. This is in excess of the 16,711 people that the City has been tasked to accommodate through the year 2025.

To make certain the Buildable Lands Analysis does not overstate the number of additional lots that could be created, several factors have been applied to the base residential calculation. The first factor assumes that thirty percent (30%) of the potential lots would not be created due to a property owner's unwillingness to subdivide their property even if the City's zoning code would allow it. The second factor increased the assumption with regard to the amount of wetlands assumed present within the City from a forty percent to a sixty percent (40% to 60%) assumption. With the application of both factors the number of potential lots is reduced to 7,495 which would accommodate a population of 20,608, which is 3,897 people more than what the City has been tasked to accommodate.

In addition to the factors applied to the available residentially zoned lands discussed above, a total of 155 acres of residentially zoned lands were also subtracted out of the UGAs to account for future public uses. It was assumed that the Mount Vernon School District would need 55 acres for future schools (this breaks down to 20 acres for two (2) new elementary schools, 15 acres for one (1) additional meddle school, and twenty acres for another middle or high school

site). A total of 50 acres was subtracted out for future police, fire or other City or public uses; and another 50 acres was subtracted out for public uses such as churches and parks. The number of lots and the population information provided in **Table 1.3** reflects the subtraction of the 155 acres.

Additional controls were applied to the methodology utilized in determining the number of additional potential residential lots to make sure that the calculations were conservative. First, all calculated numbers were rounding down. Second, density increases that could be utilized by a developer such as the twenty percent (20%) density increase for a Planned Unit Development or the additional unit per acre that could be achieved by purchasing Transfer of Development Rights (TDRs) was not taken into account at all within the methodology. In addition, within the C-1, C-3 and C-4 districts it is possible to permit residential development and these possible housing units have also not been taken into consideration.

In conclusion, the Buildable Lands Analysis clearly shows that the City will be able to accommodate the residential growth allocated to the City through the year 2025. As areas are developed within the City the density achieved will be monitored and the Buildable Lands Analysis will be updated yearly to ensure that the densities projected within this document are realized.

TABLE 1.3: BUILDABLE LANDS INFORMATION FOR RESIDENTIAL LANDS

EXISTING ZONING	TOTAL NUMBER OF EXISTING PARCELS	TOTAL ACREAGE	TOTAL NUMBER OF EXISTING RESIDENCES	TOTAL NUMBER OF VACANT PARCELS THAT ARE BUILDABLE		TOTAL NUMBER OF ADDITIONAL POTENTIAL LOTS		ADDITIONAL POPULATION (ADDITIONAL POTENTIAL LOTS MULTIPLIED BY THE AVERAGE HOUSEHOLD SIZE (2.75 PERSONS PER 2000 CENSUS))	
				40% WETLAND FIGURE	60 % WETLAND FIGURE	40% WETLAND FIGURE	60 % WETLAND FIGURE	40% WETLAND FIGURE	60 % WETLAND FIGURE
Restidential-1, 6.0 (6,000 s.f. lot size)	1,996	441	1,828	91	91	348	348	957	957
Restidential-1, 6.0 (6,000 s.f. lot size) in UGA	162	79	149	13	13	208	194	572	533
Residential -1, 7.6 (7,600 s.f. lot size)	1,479	406	1,385	22	22	312	303	858	833
Residential -1, 7.6 (7,600 s.f. lot size) in UGA	1	20	1	0	0	42	38	115	104
Residential-1, 9.6 (9,600 s.f. lot size)	1,918	1,526	1,616	119	119	2,664	2,594	7,326	7,133
Residential-1, 9.6 (9,600 s.f. lot size) in UGA	775	2,269	563	145	145	5,375	5,069	14,781	13,939
Residential -1, 13.5 (13,500 s.f. lot size)	958	666	843	73	73	1,017	1,015	2,796	2,791
Residential -2 and Residential-2A (duplexes and townhouses)	99	39	144 units	1	1	38	29	104	79
Residential-3 (Multi-family)	815	258	2,500 units	27	27	608	527	1,672	1,449
Residential-4 (Multi-family)	61	34	381 units	5	5	71	66	195	181
Residential –Office (residential office)	3	1	1	1	1	2	2	5	5
Eaglemont Planned Unit Development	1	650	258	N/A	N/A	522	522	1,435	1,435
Mobile Home Park	61	113	701 mobile homes	N/A	N/A	N/A	N/A	N/A	N/A
TOTALS:	**8,329 parcels**	**6,502 acres**	**10,370 residences plus 701 mobile homes**	**498 parcels**	**498 parcels**	**11,207 lots**	**10,707 lots**	**30,816 people**	**29,439 people**
Thirty Percent (30%) Reduction in Lots and Population to Account for Property Owners Who Would Not Subdivide Their Property Even If They Could Per the City's Zoning Ordinance:						**7,845 lots**	**7,495 lots**	**21,572 people**	**20,608 people**
Number of Lots and Population Over Target Identified in Table 1.1:						**1,769 lots**	**1,419 lots**	**4,861 people**	**3,897 people**

TABLE 1.4: BUILDABLE LANDS INFORMATION FOR COMMERCIAL, INDUSTRIAL AND RETAIL ZONED LAND

EXISTING ZONING	TOTAL NUMBER OF EXISTING PARCELS	TOTAL ACREAGE	NUMBER AND SQUARE FEET OF VACANT STAND ALONE PARCELS < 2,000 S.F. [1]		NUMBER AND SQUARE FEET OF VACANT STAND ALONE PARCELS BTWN. 2,000 AND 10,000 [1] S.F.		NUMBER AND SQUARE FEET OF DEVELOPED PARCELS THAT HAVE < 2,000 S.F. [1] OF LEFT OVER AREA		NUMBER AND SQUARE FEET OF DEVELOPED PARCELS THAT HAVE BTWN. 2,000 AND 10,000 S.F. [1] OF LEFT OVER AREA		NUMBER AND SQUARE FEET OF PARCELS BTWN.10,000 S.F. AND 43,560 S.F. (1 AC.) [1] STAND ALONE OR DEVELOPED		NUMBER AND SQUARE FEET OF PARCELS BTWN. 43,560 S.F. (1 AC.) AND 217,800 S.F. (5 AC.) [1] STAND ALONE OR DEVELOPED		NUMBER AND SQUARE FEET OF PARCELS 217,800 S.F. (5 AC.) [1] AND GREATER STAND ALONE OR DEVELOPED		SUMMARY STAND ALONE AND DEVELOPED PARCELS 2,000 TO 10,000 S.F. NUMBER OF PARCELS AND S.F. OF PARCELS THAT COULD BE UTILIZED [2]		SUMMARY STAND ALONE AND DEVELOPED PARCELS 10,000 S.F. AND LARGER NUMBER OF PARCELS AND S.F. OF PARCELS THAT COULD BE UTILIZED [2]	
			NUMBER	S.F.	NUMBER	S.F.	NUMBER	S.F.	NUMBER	S.F	NUMBER	S.F	NUMBER	S.F	NUMBER	S.F.	NUMBER	S.F.	NUMBER	S.F.
Central Business (C-1)	250	45	42	9,606	8	49,961	156	38,286	38	161,151	6	51,664	0	0	0	0	8	48,592	2	20,580
General Commercial (C-2)	569	519	17	12,618	32	177,255	280	113,356	135	627,808	74	1,486,266	20	1,965,278	11	2,795,247	62	679,084	79	5,252,927
Community Commercial (C-3)	6	3	0	0	1	6,503	3	1,480	0	0	2	61,394	0	0	0	0	0	0	2	26,916
Neighborhood Commercial (C-4)	11	10	0	0	0	0	1	1,802	5	41,213	4	61,742	1	45,818	0	0	3	26,164	4	89,065
Professional Office (P-O)	70	32	6	3,120	4	30,103	19	8,241	29	127,348	11	297,272	1	72,768	0	0	7	39,377	12	341,219
Limited Commercial (LC)	1	.5	0	0	0	0	0	0	0	0	1	10,993	0	0	0	0	0	0	1	10,993
Commercial/ Limited Industrial (C-L)	282	455	24	4,631	23	133,035	50	24,506	62	366,739	78	1,710,018	38	3,506,354	7	2,224,944	85	499,774	117	7,327,370
Light Manufacturing and Commercial (M-1)	96	49	21	2,840	9	58,151	31	8,844	21	103,813	13	229,782	0	0	1	333,158	30	161,964	14	562,940
Industrial (M-2)	102	90	13	2,074	15	99,641	19	8,774	15	63,669	27	514,136	13	898,094	0	0	14	90,988	21	593,050
Community Retail (C-R)	11	14	2	494	3	18,357	0	0	0	0	4	103,868	2	216,634	0	0	3	10,944	6	320,502
TOTALS:	**1,398 parcels**	**1,217.5 acres**	**125 parcels**	**35,383 s.f. or .81acre**	**95 parcels**	**573,006 s.f. or 13.15 acres**	**559 parcels**	**205,289 s.f. or 4.71 acres**	**305 parcels**	**1,491,741 s.f or 34.24 acres**	**220 parcels**	**4,527,135 s.f or 103.92 acres**	**75 parcels**	**6,704,946 s.f. or 153.92 acres**	**19 parcels**	**5,353,349 s.f. or 122.89 acres**	**212 parcels**	**1,556,887 s.f. or 35.74 acres**	**258 parcels**	**14,555,562 s.f. or 333.92 acres**

[1] *Values without "base data", as defined within the text of the 2005 Buildable Lands Analysis..*

[2] *Values Without "base data" (as defined within the text of the 2005 Buildable Lands Analysis) plus the configuration of the area without the base data was analyzed and only areas configured in such a way as to allow expansion of an existing structure or the sting of another structure were included in the summary information.*

TABLE 1.5: BUILDABLE LANDS INFORMATION FOR PUBLIC DESIGNATIONS

EXISTING USE	TOTAL ACREAGE
Churches - Public	48.98 acres
City Parks	656.33 acres
City Property	78.21 acres
Skagit Valley College	59.75 acres
Private Ownership	178.37 acres
Public Entity (YMCA, Dike District, PUD #1, etc.)	85.92 acres
Schools	191.59 acres
Skagit County	35.08 acres
Public Lands Total:	**1,334 acres** (258 parcels)

APPENDIX A
RESIDENTIAL SUBDIVISIONS

Plat Name	Gross Site Area	Number of Building Lots Created	Gross Density in dwelling units per acre (du/acre)	Area of Delineated Wetlands, Streams and their Associated Buffers	Area of Road and Utilities	% of Site Encumbered by Wetlands, Streams and their Associated Buffers	% of Site Encumbered by Roads and Utilities
Big Fir North P.U.D. 28, 34N, 4E	12.87 acres	52	4.0 du/acre	1.73 acres	3.87 acres	13%	30%
Rosewood P.U.D. 9, 34N, 4E	37.02 acres	152	4.1 du/acre	4.87 acres	7.7 acres	13%	20%
Plat of Northwoods 9, 34N, 4E	9.70 acres	33	3.4 du/acre	None	1.9 acres	N/A	20%
Kulshan Ridge P.U.D. 17, 34N, 4E	7.67 acres	33	4.3 du/acre	1.70 acres	1.97 acres	22%	26%
Plat of Gilbert's Addition 21, 34N, 4E	5.3 acres	23	4.3 du/acre	.629 acres	.464 acres	12%	17% of lots 1-14 which it serves
Trumpeter Meadows 16, 34N, 4E	8.4 acres	34	4.0 du/acre	.4 acres	1.9 acres	5%	23%
Trumpeter Meadows, Phase II [1] 16, 34N, 4E	3.9 acres	15	3.8 du/acre	.02	1.04 acres	< 1%	27%
Eastgate South [1] 21, 34N, 4E	7.8 acres	27	3.5 du/acre	.36 acres	1.72 acres	5%	22%
Spinnaker Cove, Div. 2[1] 15, 34N, 4E	6.47 acres	14	2.2 du/acre	2.23 acres	1.09 acres	34%	17%

Highland Greens[1] 9,34N, 4E	52.04 acres	262	5.0 du/acre	.4 acre	15.18 acres	.01 %	29%
TOTALS:	**151.17 acres**	**645**		**12.34 acres**	**36.83 acres**		
AVERAGES:						**10.4%**	**23%**

[1] Plat has received preliminary approval but not final approval as of January 2005.

APPENDIX B
MULTI-FAMILY DEVELOPMENTS

Name of Development	Zoning Utilized	Gross Site Area	Number of Units Constructed or Permitted	Comprehensive Plan Density Allowed	Actual Density
LaVenture Apartments LU04-086	R-4	3.99 acres	68	12-18[1] du/acre	17 du/acre
Archdiocesan Apartments CUP99-3	R-3	4.2 acres	50	10-18[2] du/acre	11 du/acre
Kulshan Apartments CUP98-1	R-3	3.69 acres	38	10-18[2] du/acre	10 du/acre
Salem Village Apartments CUP98-2	R-4	7.9 acres	90	12-18[1] du/acre	11 du/acre
Vintage Apartments CUP02-007	R-4	7.8 acres	154	12-18[3] du/acre	19 du/are
TOTALS:		**23.88 acres**	**321**		
AVERAGES:					**13.6 du/acre**

[1] The range in density is due to considerations being given for planned review and/or the provision of affordable housing.

[2] The range in density is due to considerations being given for planned review, providing affordable housing and parking under the proposed buildings.

[3] This development received a density bonus for specialized housing for the elderly.

APPENDIX C
COMMERCIAL/INDUSTRIAL DEVELOPMENTS WITH INFRASTRUCTURE

BSP Name	Site Zoning & Entire Site Area	Number of Lots Created	Area of Road and Utilities	Area of Delineated Wetlands, Streams and their Associated Buffers	% of Site Encumbered by Wetlands, Streams and their Associated Buffers	% of Site Encumbered by Roads and Utilities
Western Peterbilt BSP L99-0003 32, 34N, 4E	C-L 21.35 acres	9	3.49 acres	1.09 acres	5%	16%
Anderson Road LLC PL03-0071 29, 34N, 4E	C-L 7.5 acres	4	.87 acre	1.02 acres	14%	12%
Hilde Commercial Facility BSP 97-0361 29, 34N, 4E	C-L 24 acres	12	2.96 acres	N/A	N/A	12%
TOTALS:	**52.85 acres**	**25**	**7.32 acres**	**2.11 acres**		
AVERAGES:					**9.5%**	**13%**

APPENDIX D
COMMERCIAL/INDUSTRIAL DEVELOPMENTS

BSP Name	Site Zoning	Number of Lots Created	Size of Lots Created
M.G. Hollander, etal MV-3-93 18, 34N, 4E	C-2	4	1.5 acres 3.4 acres 2.1 acres 1.9 acres
Alvin R. Aiken MV-2-94 17, 34N, 4E	C-2	2	.23 acre .36 acre
College Way Marketplace MV-1-94 18, 34N, 4E	C-2	14	5.0 acres .40 acre .87 acre .69 acre .77 acre .65 acre 3.9 acres 1.4 acres .74 acre .72 acre 4.3 acres 4.3 acres 4.2 acres 1.0 acre
Dai Sung Enterprise MV-1-99 18, 34N, 4E	C-2	4	1.7 acres .63 acre .52 acre .52 acre
Keith S. Johnson BSP 5-99 17, 34N, 4E	C-2	2	.98 acre 1.2 acres
Olsen College Way Property, LLC MV-3-00 17, 34N, 4E	C-2	2	.84 acre .82 acre
Mount Vernon Elks Lodge MV-4-01 18, 34N, 4E	C-2	3	2.4 acres .86 acre 1.2 acres
Jefferson Land Company, LLC MV-BSP-02-001 17, 34N, 4E	C-2	5	.81 acre 1.43 acres .48 acre .48 acre .48 acre

Scott Wammack MV-01-03BSP 17, 34N, 4E	C-2	2	.57 acre .77 acre
Riverside Business Park – BSP MV-01-01 17, 34N, 4E	C-2	1	.76 acre
BSP MV 1-98 BSP 17, 34N, 4E	C-2	7	.45 acre .40 acre .61 acre .61 acre .61 acre .36 acre .36 acre
Riverside Business Park – BSP MV-01-01 17, 34N, 4E	M-1	2	.84 acre 1.1 acres
Western Peterbilt BSP L99-0003 32, 34N, 4E	C-L	9	1.0 acre 1.0 acre 1.1 acres 1.8 acres 1.0 acre 1.0 acre 1.0 acre 4.5 acres 4.5 acres
Anderson Road LLC PL03-0071 29, 34N, 4E	C-L	4	1.6 acres 1.7 acres 1.3 acres 1.5 acres
Hilde Commercial Facility BSP 97-0361 29, 34N, 4E	C-L	12	.92 .6 1.05 1.24 1.21 1.22 1.26 4.00 1.02 1.84 1.40 5.31
TOTALS:		**73**	**105.29 acres**
AVERAGES:			**1.44 acres**

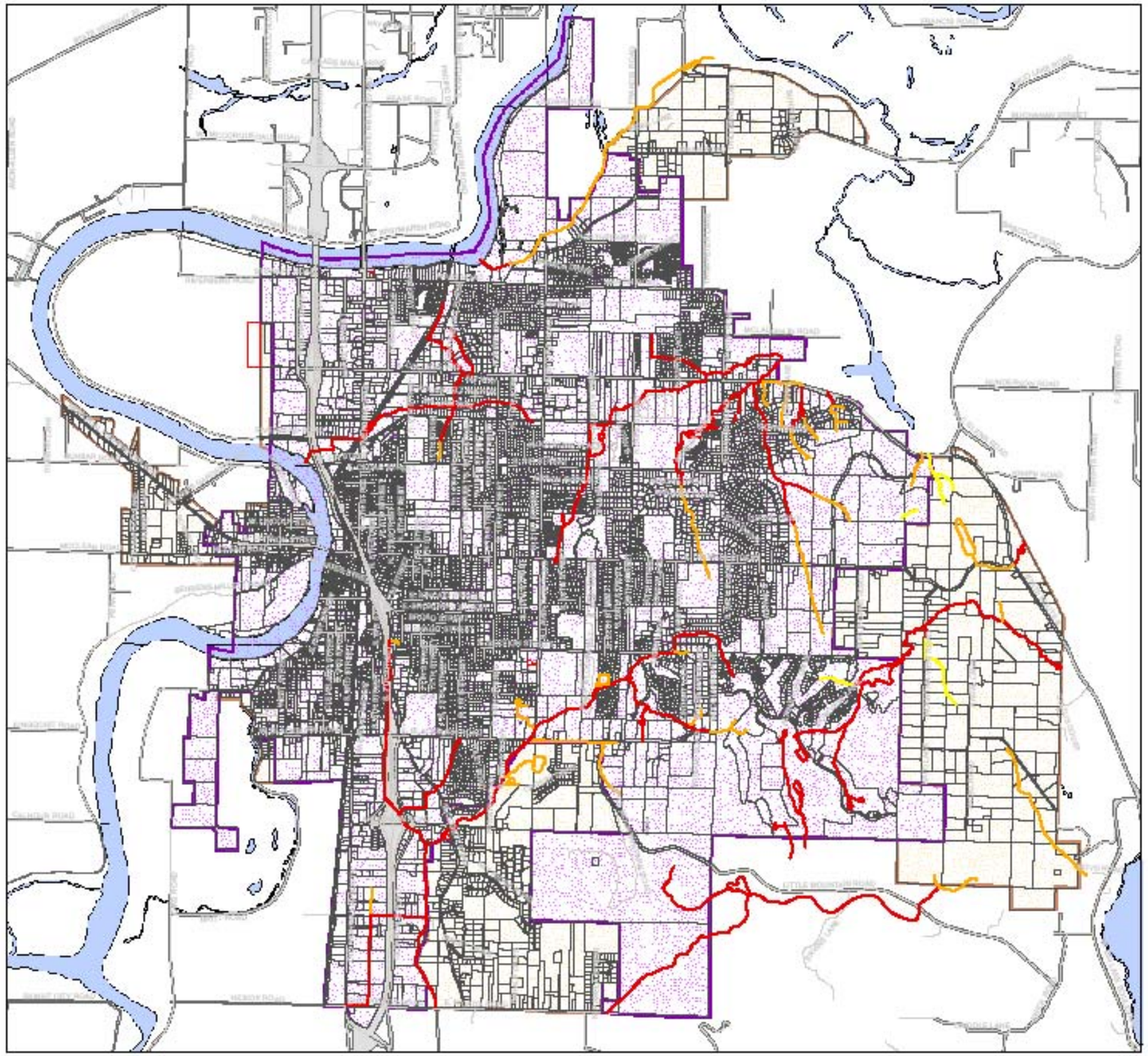
APPENDIX E
DEVELOPMENTS WITH DELINEATED WETLANDS

Plat Name	Gross Site Area	Number of Building Lots Created	Area of Delineated Wetlands Associated Buffers	% of Site Encumbered by Wetlands and Associated Buffers	~ % of Site Shown Encumbered by Wetlands on the City Indicator Map	Difference between Actual Wetland and Buffers and What is Identified on City Indicator Map
Rosewood P.U.D. 9, 34N, 4E	37.02 acres	152	4.87 acres	13%	100%	87%
Plat of Gilbert's Addition 21, 34N, 4E	5.3 acres	23	.629 acres	12%	35%	38%
Trumpeter Meadows 16, 34N, 4E	8.4 acres	34	.4 acres	5%	90%	85%
Trumpeter Meadows, Phase II [1] 16, 34N, 4E	3.9 acres	15	.02	< 1%	90%	89%
Eastgate South [1] 21, 34N, 4E	7.8 acres	27	.36 acres	5%	100%	95%
Spinnaker Cove, Div. 1 15, 34N, 4E	1.66 acres	7	0 acres	N/A	100%	100%
Spinnaker Cove, Div. 2[1] 15, 34N, 4E	6.47 acres	14	2.23 acres	34%	85%	51%
Highland Greens[1] 9,34N, 4E	52.04 acres	262	.4 acre	.01 %	60%	59%

Kulshan Ridge P.U.D. 17, 34N, 4E	7.67 acres	33	1.18 acres	15%	100%	85%
Plat of TJ Townhouses 16, 34N, 4E	2.19 acres	35	1.89 acres	86%	90%	4%
Security Investors Short Plat 9, 34N, 4E	2.09	2	0 acres	N/A	100%	100%
Plat of Northwoods 9, 34N, 4E	9.70 acres	33	0 acres	N/A	80%	80%
Big Fir P.U.D. 28, 34N, 4E	12.87 acres	52	.24 acre	2%	0%	2% (more on-site than shown on City indicator map)
Olsen College Way Property, LLC 17, 34N, 4E	1.66 acres	2	.01 acre	1%	45%	44%
Keith S. Johnson BSP 17, 34N, 4E	2.17 acres	2	.19 acre	9%	40%	31%
College Way Pump Station Site 15, 34N, 4E	.37 acre	N/A	0 acres	N/A	100%	100%
Short Plat PL01-0915 23, 34N, 4E	9.53 acres	2	1.81[2]	19%	65%	46%
TOTALS:	**170.84 acres**	**695**	**14.23 acres**			
AVERAGES:				**16.75%**	**80%**	**68%**

[1] Plat has received preliminary approval but not final approval as of January 2005.

[2] Wetland areas without buffers as the area of the buffers could not be calculated from the plat map.



LEGEND

STREAM CATEGORIES

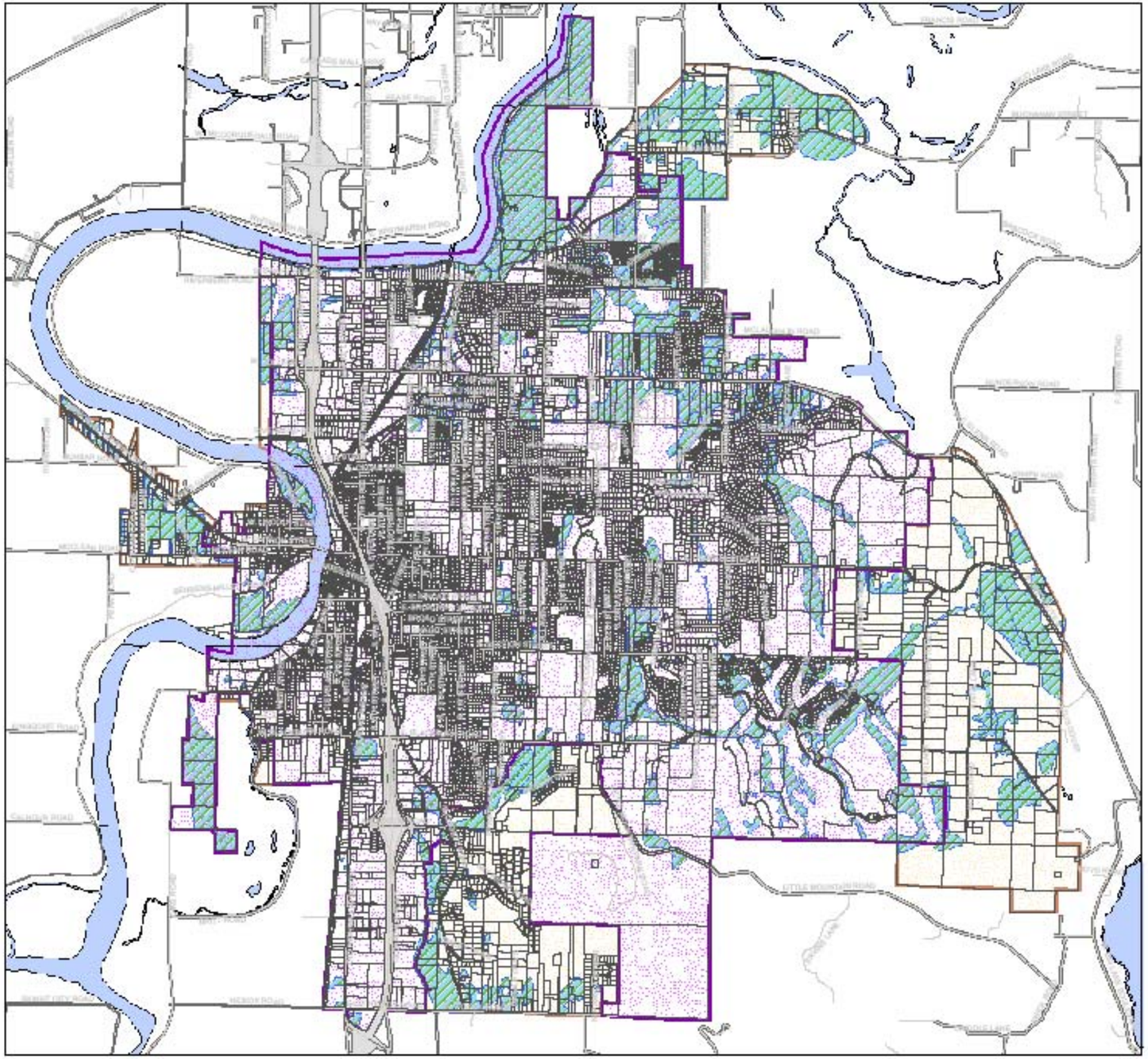
- FISH BEARING
- PERENNIAL
- INTERMITTENT
- INCORPORATED CITY LIMITS
- URBAN GROWTH AREAS

MAP 1

0 0.5 1 Miles

N W E S

CITY OF MOUNT VERNON
STREAMS CATEGORIZED BY
JONES & STOKES



LEGEND

WETLANDS
INCORPORATED CITY LIMITS
URBAN GROWTH AREAS

MAP 2

0 0.5 1 Miles

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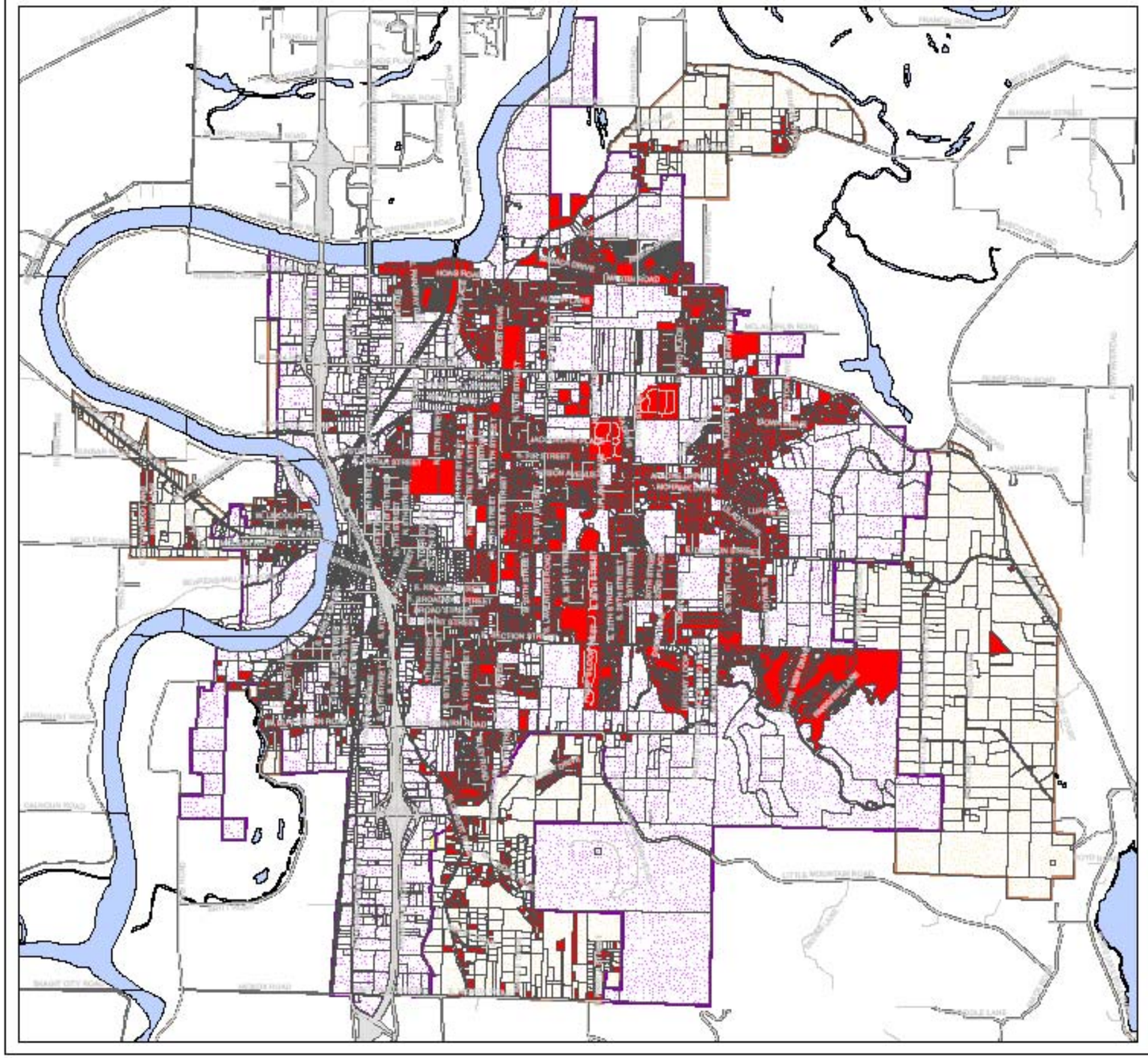
CITY OF MOUNT VERNON
WETLANDS IDENTIFIED BY
SHANNON & WILSON



LEGEND

NO DEVELOPMENT POTENTIAL

INCORPORATED CITY LIMITS

URBAN GROWTH AREAS

MAP 3

0 0.5 1 Miles

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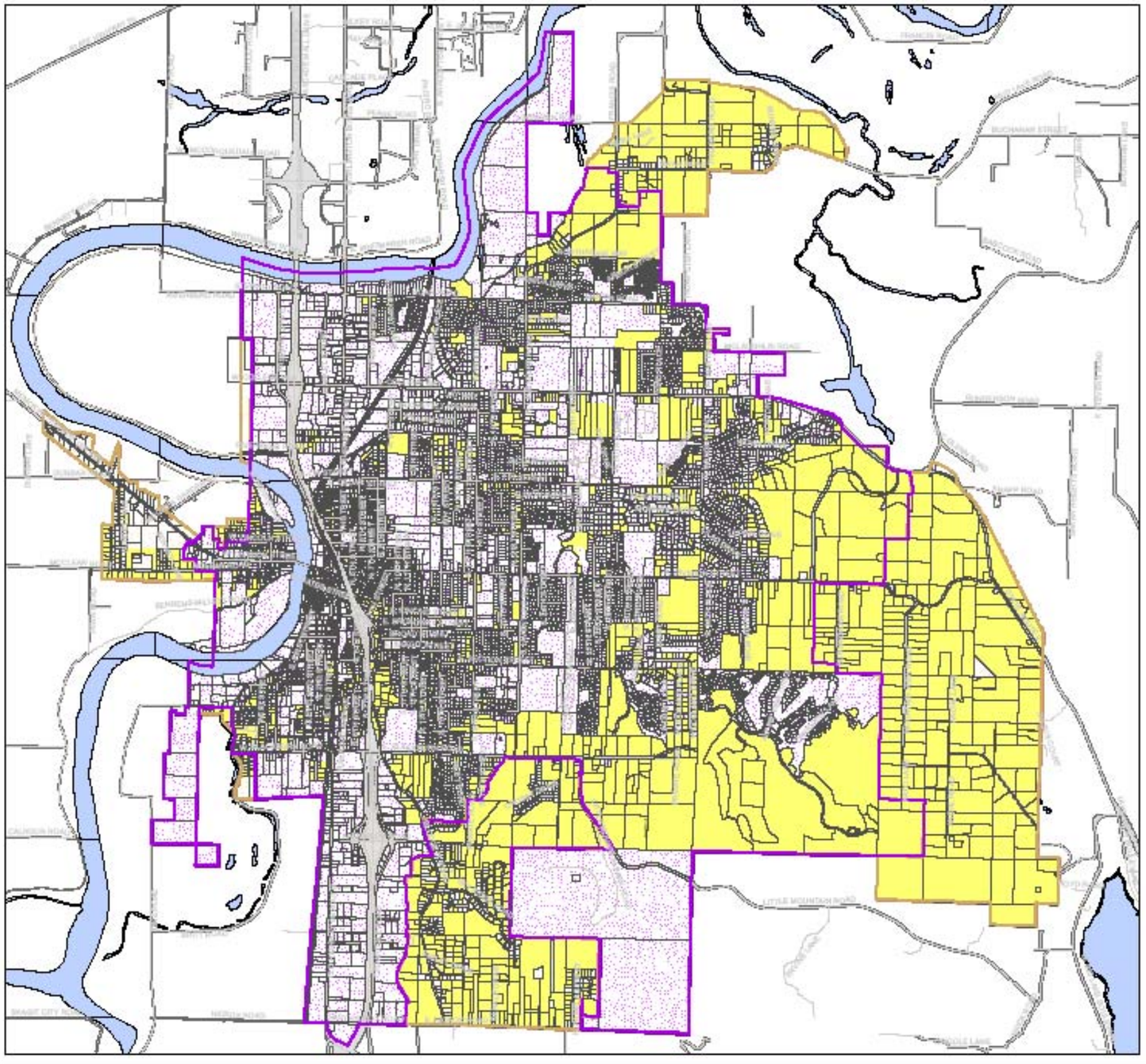
CITY OF MOUNT VERNON
RESIDENTIAL PARCELS WITH
NO DEVELOPMENT POTENTIAL



LEGEND

DEVELOPMENT POTENTIAL
INCORPORATED CITY LIMITS
URBAN GROWTH AREAS

MAP 4

0 0.5 1 Miles

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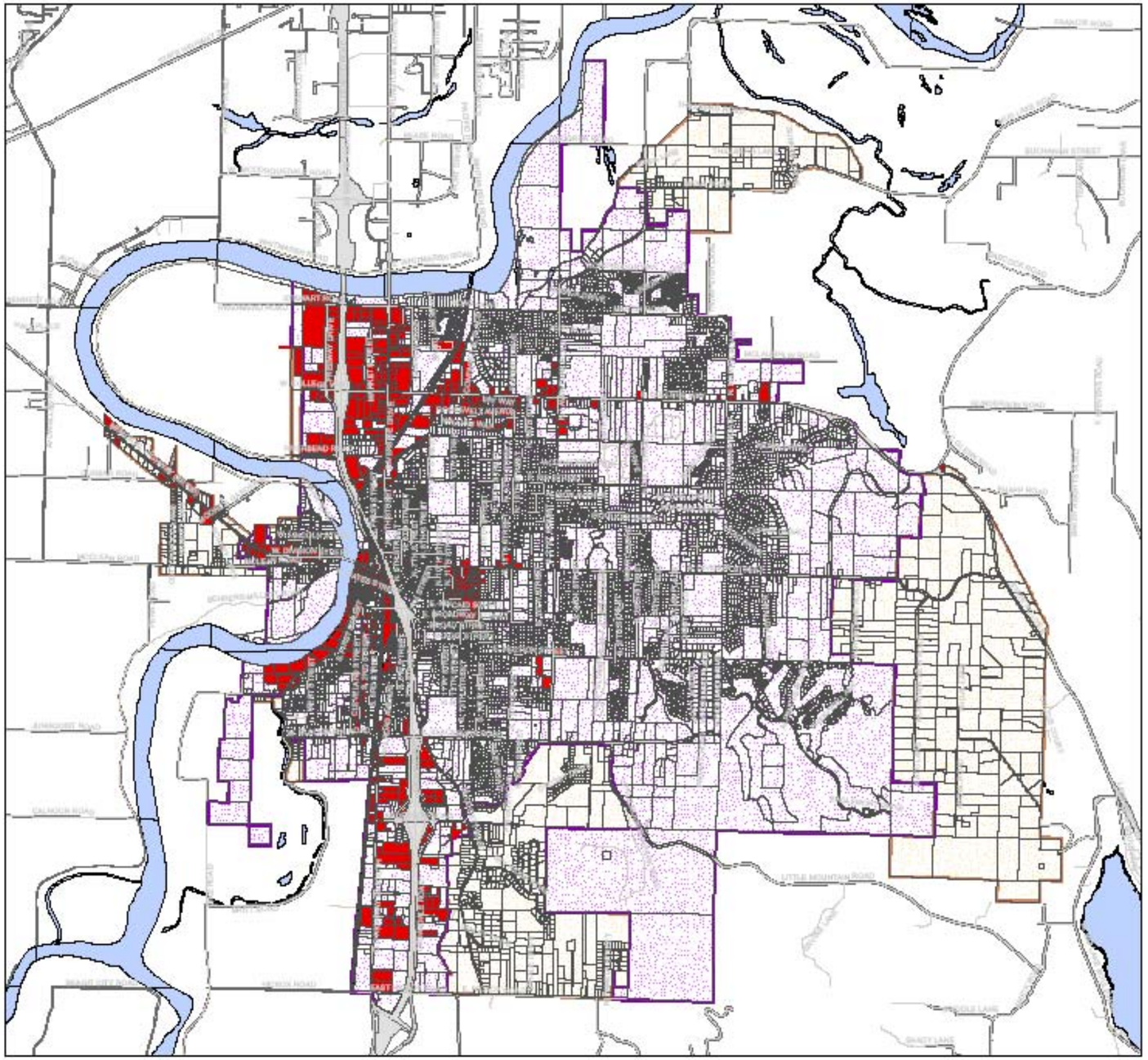
CITY OF MOUNT VERNON
RESIDENTIAL PARCELS WITH
DEVELOPMENT POTENTIAL



LEGEND

NO DEVELOPMENT POTENTIAL

INCORPORATED CITY LIMITS

URBAN GROWTH AREAS

MAP 5

0 0.5 1 Miles

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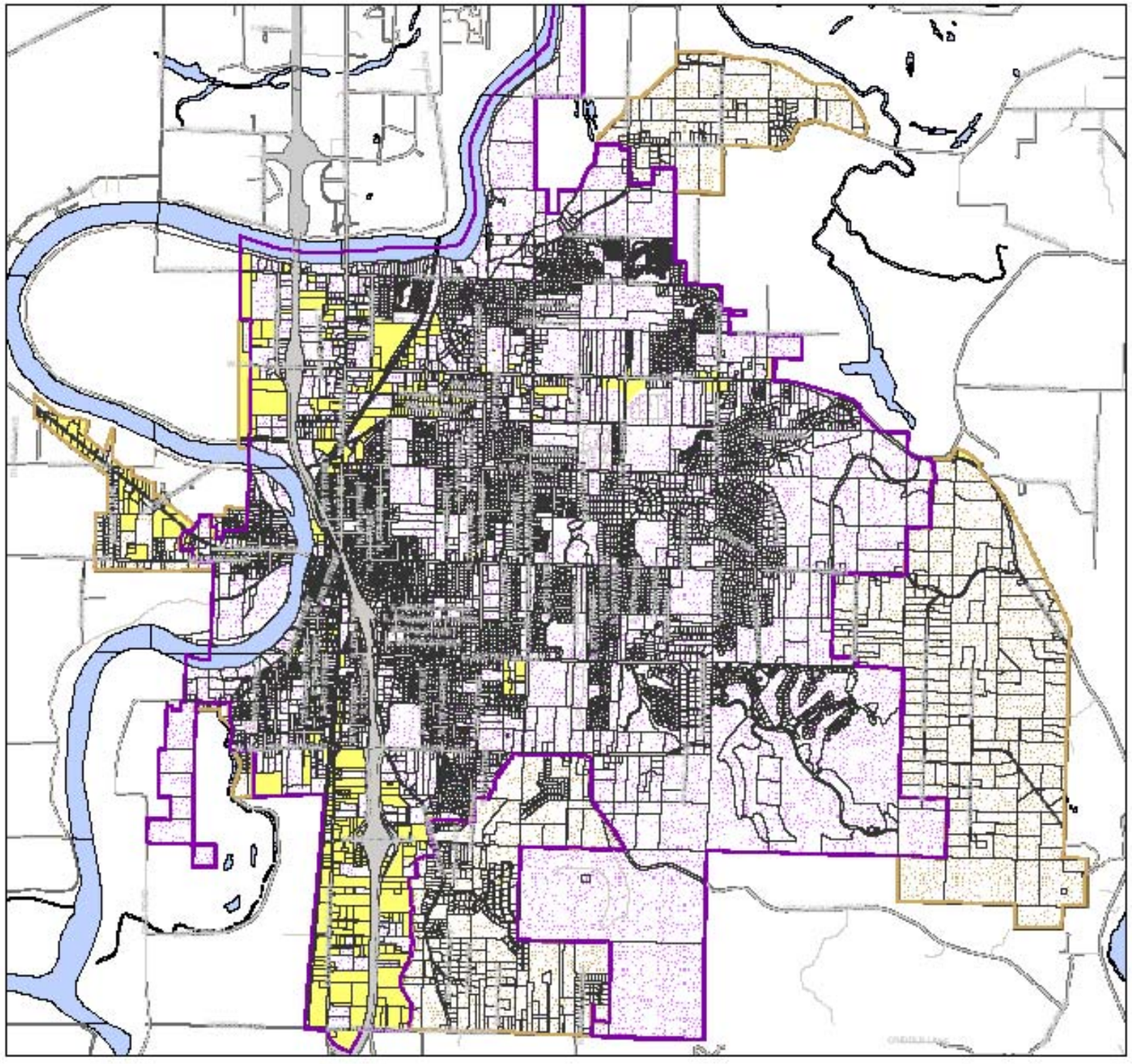
CITY OF MOUNT VERNON
COMMERCIAL PARCELS WITH
NO DEVELOPMENT POTENTIAL



LEGEND

DEVELOPMENT POTENTIAL

INCORPORATED CITY LIMITS

URBAN GROWTH AREAS

MAP 6

0 0.5 Miles

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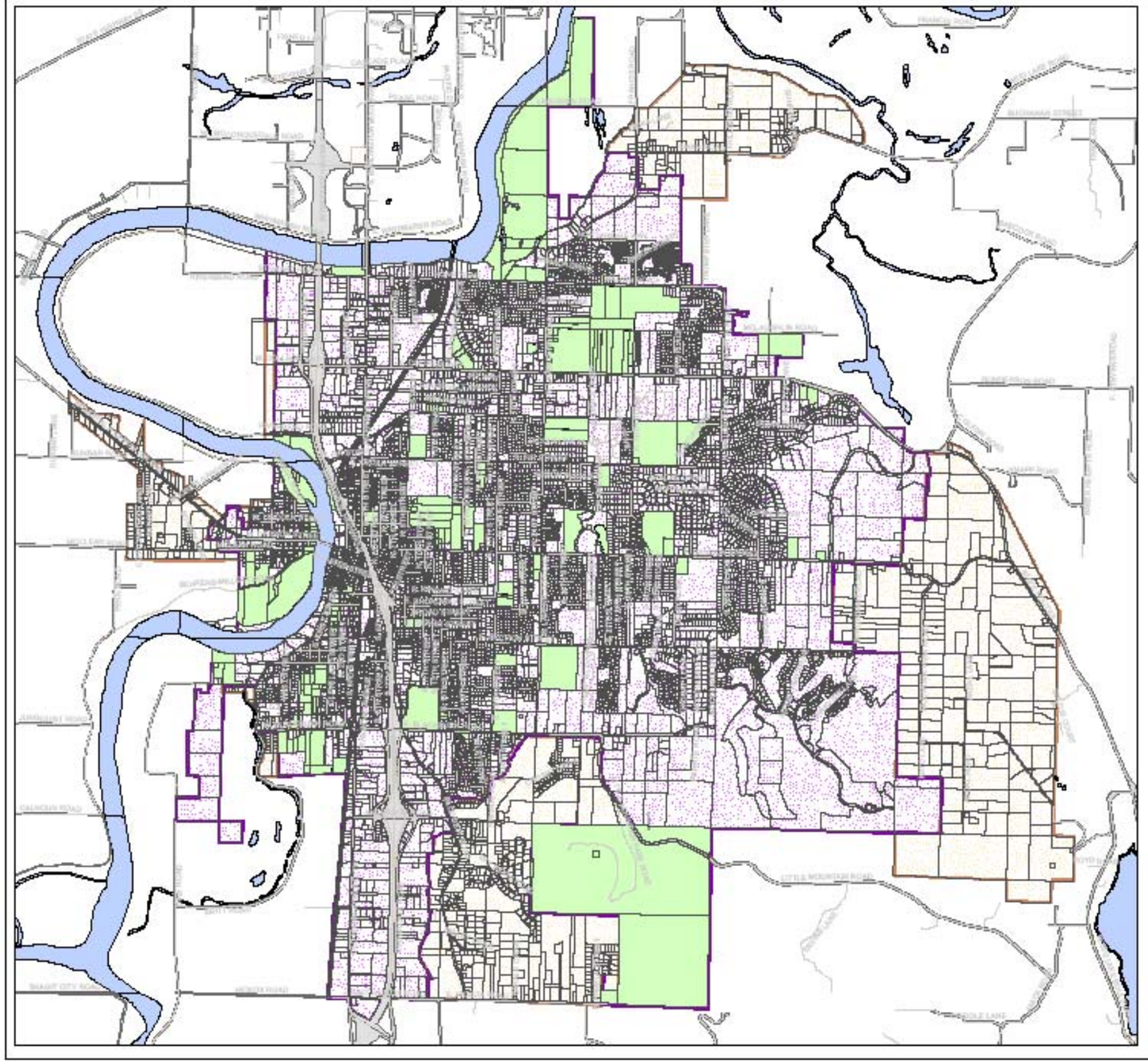
CITY OF MOUNT VERNON
COMMERCIAL PARCELS WITH
DEVELOPMENT POTENTIAL



LEGEND

PUBLIC LANDS

INCORPORATED CITY LIMITS

URBAN GROWTH AREAS

MAP 7

0 0.5 1 Miles

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CITY OF MOUNT VERNON
PUBLIC LANDS

POPULATION & EMPLOYMENT FORECASTING & ALLOCATION 2025

Skagit County, Washington
and the cities of
Anacortes
Burlington
Concrete
Hamilton
La Conner
Lyman
Mount Vernon
Sedro-Woolley

December, 2003

Berryman & Henigar, Inc. in association with Michael J. McCormick

ACKNOWLEDGEMENTS

Skagit County Growth Management Act Steering Committee

Kenneth A. Dahlstedt, Don Munks, & Ted W. Anderson,
Skagit County Commissioners
H. Dean Maxwell, Mayor of Anacortes
Roger "Gus" Tjeerdsma, Mayor of Burlington
Eron Berg, Mayor of La Conner
Skye Richendrfer, Mayor of Mount Vernon
Sharon Dillon, Mayor of Sedro-Woolley

Skagit County Growth Management Act Technical Advisory Committee

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Ian Munce, City of Anacortes
Margaret Fleek, City of Burlington
John Doyle, Town of La Conner
Elizabeth Sjostrom, City of Mount Vernon
Jeroldine Hallberg, City of Sedro-Woolley

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SKAGIT COUNTY
POPULATION & EMPLOYMENT ALLOCATION
FINAL REPORT

INTRODUCTION

This report summarizes the process, findings, conclusions, and recommendations of the consulting services provided to Skagit County and the Skagit Council of Governments (SCOG) by Berryman & Henigar, Inc. in association with Michael J. McCormick during the period March, 2002 to September, 2003. The services included technical analysis and process facilitation to assist the jurisdictions in adopting new population and employment allocations in the Countywide Planning Policies that support updating the comprehensive plans.

Purpose
Under the Growth Management Act (GMA), all local jurisdictions in Skagit County are required to update their comprehensive plans by December 1, 2005. The updates are required to include *"analysis of the population allocated to a city or county from the most recent ten-year population forecast by the Office of Financial Management (OFM) [RCW 36.70A.130(1)(b)]."* OFM issued new high-, medium-, and low county-level population forecasts in January, 2002 that were the basis for this work. In addition to the 20-year population allocations for Skagit County jurisdictions, the County-wide Planning Policies (CPP) also include allocations for commercial and industrial land development over the 20-year planning period.

Process
Under the direction of the County Planning and Permit Center, the consultants analyzed the bases for the adopted SCPP, the new OFM forecasts, results of the 2000 U.S. Census, the *Growth Management Indicators Report* and related information provided by the County and the cities to prepare discussion papers and technical memoranda for consideration by the SCOG planners. During the assignment, the consultants attended many of the monthly SCOG meetings and engaged in telephonic and electronic mail dialogue with the planners. The County planning staff, and the GIS/Mapping Services Department provided a wealth of data and analysis support. Mark Personius, author of the Indicators Report, and Eric Hovee, consultant to the Skagit Council of Governments (SCOG) also provided assistance. The city planners contributed information specific to their jurisdictions and offered valuable comments and suggestions.

Results
Elected officials of the jurisdictions acting as the Skagit County Growth Management Act Steering Committee (GMASC) adopted the 2025 county population target 149,080 and resulting allocations as shown on p. 7 based on recommendations forwarded by the Technical Committee (GMATC) which is the same as the SCOG planners' group.

Report Organization
This report has two major divisions. The first part describes the results of the population forecasting and allocation work, including the SCOG approach to the OFM forecast ranges, the analysis of existing conditions and growth trends throughout the County, and the formulation of the allocation. The second part describes the results of the employment analysis. A "conclusions" section summarizes the current status of the population and employment allocation process. Behind the report, a chronological compilation of discussion papers and other work products of the assignment has been included to provide further detailed information.

2025 POPULATION FORECAST AND ALLOCATION

OFM Forecast Basis

As mandated by the GMA, the state Office of Financial Management (OFM) has developed low, medium, and high population forecasts for each county. The GMA requires each county and its cities and towns to plan to use these forecasts as the basis for updating their comprehensive plans for the 20-year planning horizon. OFM suggests that the medium forecast be considered the "most likely." The 2025 population number adopted by the County, in consultation with the cities and towns, must fall within the OFM range. How the specific number is selected and how the total is distributed between Urban Growth Areas (UGAs) and the remaining rural area is a local decision within the parameters of the GMA.

The OFM low, medium, and high forecasts for Skagit County for the years 2015 and 2025 are as follows:

Table 1
OFM FORECAST RANGE

Adopted SCPP 1.1 2015	OFM Forecast Range - 2015		OFM Forecast Range - 2025	
	High:	154,785	High:	198,992
137,700	Medium:	135,717	Medium:	164,797
	Low:	121,467	Low:	139,253

The currently adopted Skagit Countywide Planning Policy 1.1 establishes a target of 137,700 for the year 2015. That is slightly higher than the OFM 2015 medium projection of 135,717, as shown above. The current CPP 1.1 forecast for 2015 is 1% below the OFM Low forecast for 2025, fully 10 years later, indicating that using the Low forecast for planning purposes would not be consistent with the currently-adopted growth assumptions, nor with the trends of recent growth.

County-Wide Growth Patterns

The county population for the year 2000, according to the U.S. Census, was 102,979 – an increase of 23,434 or 29.5% over 1990. This number is consistent with the OFM's 1995 mid-range estimate, contained in the 1997 County Comprehensive Plan, that the County's population in 2000 would be 103,475.

OFM 1995 Mid-Range Estimate of County Population in 2000	**103,475**
County Population in 2000 Per U.S. Census	**102,979**

The Census figure for 2000 reflects an annual average growth rate of about 2.8% per year. Recent countywide growth was about 1% in the year April 1, 2001 to April 1,

2002, and 1.5% in the year April 1, 2002 to April 1, 2003 - most likely reflecting the general economic slowdown. The total estimated county population as of April 1, 2002 was 105,100 and as of April 1, 2003 was 106,700.

To some, the fact that the growth rate has dropped to 1% is reason to adopt a conservative or low estimate through 2025. They argue that the relatively rapid pace of growth through the 1990s is not likely to continue over the next 20 year period, as the recent slowdown illustrates. Starting with the higher end of the OFM range would require cities and the county to plan for expensive and possibly unnecessary infrastructure, at a time when they are having difficulty providing for current levels of population growth. Some jurisdictions maintain that their current city limits or surrounding UGAs do not have the physical land base or capacity to accommodate increased growth as projected by the OFM mid-range estimate.

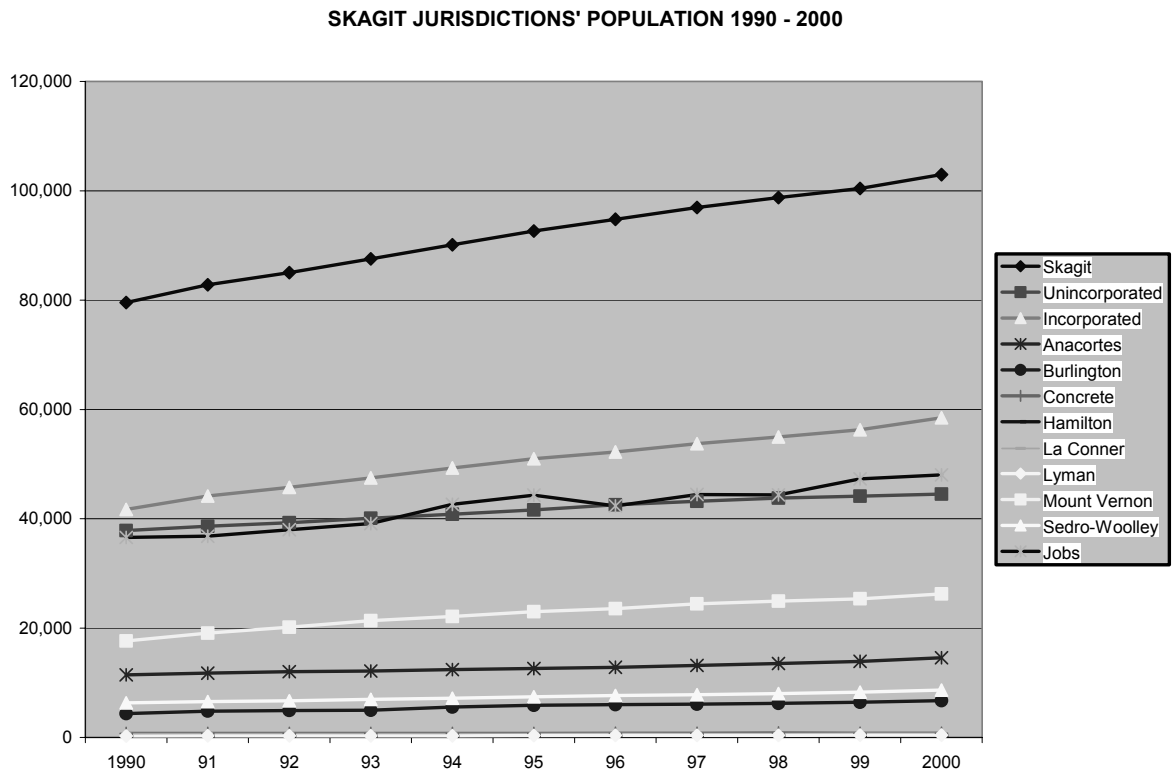
Others believe that the low forecast is unrealistic given that overall growth in the past 12 years has closely tracked the OFM medium-range estimates and that the recent downturn is not expected to continue. They point out that the OFM low forecast for 2025 (139,253) is nearly identical to the county's adopted CPP 1.1 population forecast of 137,700 for 2015, making the low forecast highly inconsistent with currently adopted plans and with their expectations of the future. They also point out that the county is required by GMA to adopt a population projection within the OFM range resulting in a "floor and ceiling" for the county, and then allocate that population accordingly, rather than selecting an overall county number that simply matches the wishes of individual jurisdictions. The OFM range is assumed to be "reasonable" and it is up to the jurisdictions to work within it and be prepared to "show their work".

Growth Trends within the County

Actual growth within the county has varied from UGA to UGA. Burlington, Hamilton, and Lyman have already exceeded their CPP 1.1 targets for 2015, and Anacortes and Sedro-Woolley are closing in. Since the county has not yet completed the Bayview Ridge UGA plan, the effect of that area on the overall county growth can only be preliminarily estimated.

All areas of the county – urban and rural, except La Conner, appear to have sufficient capacity to accommodate significant residential growth relative to their current sizes. Analysis of the development capacity within the UGAs was prepared during this process and will continue to be refined as the jurisdictions commence updating their respective plans. The *Growth Management Indicators Report* includes measures that monitor the results of adopted goals, policies, and strategies in the Plans. The indicators show that:

- ✓ At least 80% of the overall net 1995-2001 population growth has occurred in the urban areas, consistent with SCPP 1.2.
- ✓ Between 70% and 80% of all new housing has been permitted in the UGAs in the same period.
- ✓ The density of new net residential development within the UGAs meets and exceeds the minimum of 4 units per acre.
- ✓ The amount of land designated for resource uses has remained constant.



Countywide 2025 Target

In October 2002, after reviewing the initial analysis of population growth trends and development capacity measures, the GMASC directed the Technical Committee to proceed with allocating the 2025 population target using the midpoint between the OFM Low and Medium forecasts, which is 152,025. Using this as a starting point, the focus of the analysis turned to establishing other assumptions that all jurisdictions could support. This included estimating the capacity of buildable residential land within the UGAs (cities' and County's) as well as the 2000 baseline population in those areas. Each city worked with the county staff to calculate these estimates using the most up-to-date maps and census block information. Some jurisdictions had completed land use inventories and were therefore able to be more precise than others. However, the overall level of detail necessary for developing the targets was sufficient. In addition, the Technical Committee agreed that the

adopted "urban/rural" split for new growth should remain at 80/20 as verified in the *Growth Management Indicators Report.* As a result of this work, the 2025 countywide target population was adjusted to 149,080, 2% below the midpoint of the OFM Low and Medium forecasts.

Allocations

Once the countywide total target was established, and the land capacity estimates were substantially completed, the Technical Committee proceeded with discussion of how to allocate the total urban 2025 population of 105,750. The following summarizes the basis for the urban target:

Table 2
URBAN POPULATION TARGET COMPUTATION

2000 Rural Population using urban population estimate of UGAs (2000 total county pop. – 2000 urban pop. = 2000 rural population)	**102,980 – 68,870 = 34,110**
Growth in Urban Population 2000-2025 (Projected 2025 urban pop. – 2000 urban pop. = growth in urban pop. 2000 – 2025)	**105,750 – 68,870 = 36,880**
Total County Growth 2000-2025, assuming 80% urban factor per CPP. (Projected growth in urban pop. 2000–2025 divided by 80% urban growth factor = 46,100 total County growth)	**36,880 ÷ 0.8 = 46,100**
Growth in Rural Population 2000-2025 assuming 20% factor per CPP. (Total county growth – urban growth = rural growth 2000 – 2025)	**46,100 – 36,880 = 9,220**
Total County Population in 2025: (2025 Urban Population + 2000 Rural Population + 2000-2025 Rural Growth)	**149,080** (105,750 + 34,110 + 9,220)

Three "scenarios" of allocations were prepared for discussion. These were based on different factors.

- The Proportionate Method assumed that the proportion of each UGA to the total urban population in 2025 would be same as it was in 2000, e.g. Mount Vernon at 41% down to Hamilton at 0.45%.
- The Capacity Method assumed that the 2025 population for the city UGAs would be 70-90% of the current estimated land capacities and that the balance of the urban population would be allocated to the county UGAs (Bayview and Swinomish).
- The Corridor Method assumed that the UGAs within the I-5 corridor (Burlington, Mount Vernon, Sedro-Woolley, and Bayview) would receive 80% of the urban population based on OFM's conclusions that growth tends to occur predominantly on major transportation routes.

After reviewing and discussing these approaches, the Technical Committee achieved consensus on the following allocation:

Table 3
ADOPTED 2025 POPULATION ALLOCATION

JURISDICTION (Cities & UGA)	2000 POPULATION	2025 ALLOCATION
Anacortes	14,647	18,300
Burlington	8,728	12,000
Concrete	960	1,350
Hamilton	309	450
La Conner	761	950
Lyman	409	550
Mount Vernon	28,332	47,900
Sedro-Woolley	10,358	15,000
Subtotal Cities & UGAs	64,504	96,500
Swinomish	2,664	3,650
Bayview	1,700	5,600
Subtotal County UGAs	4,364	9,250
TOTAL URBAN	68,868	105,750
TOTAL RURAL	34,110	43,330
TOTAL COUNTY	102,978	149,080

This allocation was presented to the GMASC at the March 19, 2003, meeting, where it was adopted as the basis for the comprehensive plan updates and amendment to the CPP.

EMPLOYMENT FORECAST AND ALLOCATION

Forecast Basis

Unlike population forecasting and allocation, there is no similar basis in the form of a state forecast range. The legislature amended the GMA in 2002 to require local comprehensive plans to include an "*economic development element establishing local goals, policies, objectives and provisions for economic growth and vitality and a high quality of life. The element shall include: (a) a summary of the local economy such as population, employment, payroll, sectors, businesses, sales, and other information as appropriate; (b) a summary of the strengths and weaknesses of the local economy defined as the commercial and industrial sectors and supporting factors such as land use, transportation, utilities, education, work force, housing, and natural/cultural resources; and (c) an identification of policies, programs and projects to foster economic growth and development and to address future needs."*(SSHB 2697) This requirement "*shall be null and void until funds sufficient to cover applicable local government costs are appropriated and distributed by the state at least two years before local government must update comprehensive plans as required in RCW 36.70A.130."*

The land use element must designate "*the proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses. The land use element shall include population densities, building intensities, and estimates of future population growth."* (RCW 36.70A.070) The GMA procedural criteria (365-195-305 WAC) elaborate slightly: "*(d) Estimation using available data of the future population growth for the planning area and a projection of the level of commercial, industrial, and residential development likely to be experienced over at least the next twenty years."* And, "*(e) Selection of commercial, industrial and residential densities sought to be achieved and their distribution for the purposes of accommodating the anticipated growth."*

Therefore, the basis for extending the forecast and allocation of employment to 2025 is dependent upon the Skagit county jurisdictions acting together, using available information. The sources for this include the "*Skagit County Urban Growth Area Analysis", July 1996 (updated March 1997)," Skagit County Employment Report by Detailed Geography", May 2000,* and "*Skagit County Overall Economic Development Plan", February 2000 (updated May 2001 and July 2003 as the "Comprehensive Economic Development Strategy").* These sources have been used to explore employment and non-residential land demand in a variety of ways.

Countywide Policy

The current adopted Countywide Planning Policy SCPP 1.1 contains a target land demand of 3,336 acres for the year 2015, based on the 1996/97 UGA analyses. Of

this, 584 acres is designated for the rural area and the balance of 2,752 acres for the UGAs. This figure uses a "market factor" of 25%, so that the combined net urban commercial/industrial demand target is 2,202 acres.

Employment Growth Trends

Skagit County has seen employment increase by more than 30% between 1990 and 2000 from 36,571 to 43,759 covered jobs. The average annual change ranged between –1.46% and +4.4% depending upon the industry sector. Growth in total jobs over the same period was over 37%. The county's job growth over the past 30 years ranks 8th statewide. There was just under 6/10ths of a job per resident in 2000. The overall annual unemployment rate has varied between 7.1% and 11.2%. It is important to note that jobs are counted 2 ways. "Covered" jobs are full-time jobs covered by state employment security. Total jobs include part-time and self-employment positions. The following table shows total jobs in 1990 and 2000 and the relative changes by type of employment.

Table 4
EMPLOYMENT TRENDS

Category	1990	2000	Growth	Percent Change	Average Annual Change (%)
Total Employment (Full & Part-time)	43,197	59,319	16,122	37.3	3.22
Farm	2,692	2,876	184	6.8	0.66
Nonfarm	40,505	56,443	15,938	39.3	3.37
Private	34,060	47,610	13,550	39.8	3.41
Ag.Serv. Forest, Fish & Other	1,533	2,168	635	41.4	3.53
Mining	70	100	30	42.9	3.63
Construction	3,301	4,674	1,373	41.6	3.54
Manufacturing	4,941	6,387	1,446	29.3	2.60
Transportation & Public Utilities	1,782	2,219	437	24.5	2.22
Wholesale Trade	1,337	1,745	408	30.5	2.70
Retail Trade	8,798	11,722	2,924	33.2	2.01
Finance, Insurance & Real Estate	2,668	3,664	996	37.3	3.22
Services	9,630	14,931	5,301	55.0	4.48
Government	6,445	8,833	2,388	37.1	3.20
Federal, Civilian	444	466	22	5.0	0.48
Military	440	380	-60	-13.6	-1.46
State & Local	5,561	7,987	2,426	43.6	3.69
State	1,264	1,394	130	10.3	0.98
Local	4,297	6,593	2,296	53.4	4.37

Source: U.S. Department of Commerce, Bureau of Economic Analysis

Employment Forecasts and Analyses

A series of employment analyses has been prepared for the County and the Council of Governments in recent years. These use different methods and assumptions.

The most recent employment forecast was prepared in 2003 by E.D. Hovee & Company (EDH) for the SCOG contained in the November 21 *Project Memorandum*. This forecast is based on the 2025 county wide population forecast target adopted by the GMASC. That number of 149,080 urban residents was used to calculate the urban employment forecast of 65,100 wage and salary jobs, an increase of 49% over the 2001 figure of 43,759. EDH estimates that self-employment would add an additional 6,290 jobs for a grand total of 71,390 in 2025.

Table 5
EDH 2025 EMPLOYMENT FORECAST

		Increase	Average Annual Rate
Total 2000 Jobs	47,880		
Forecast 2015 Jobs	59,110	11,230 (2000-2015)	1.41%
Forecast 2025 Jobs	71,390	12,280 (2015-2025)	1.91%

Source: E.D. Hovee & Company, November, 2003.

These growth rates are more conservative than the 1990-2000 average annual rate of 3.22% shown above.

This forecast method is based on the adopted 2025 population target of 149,080 residents and uses a number of assumptions to establish the work force; factor in "out-commuters", "in-commuters", and multiple job holders. The ratio of total jobs to households (using an average household size of 2.5) would be 1.2.

The EDH analysis resulted in conclusions similar to those prepared as part of this assignment, which used and interpolated work by EDH for the County in 1996 and 1997.

The EDH analysis also breaks the growth forecast into major land use types.

Table 6
EMPLOYMENT FORECAST DISTRIBUTION

Land Use Type	2025 Jobs	% of Covered Employment
Commercial (C)	24,952	38.3
Industrial (I)	15,540	23.9
Natural Resource (NR)	3,770	5.8
Agriculture (AG)	2,610	4.0
Public/Institutional (P)	18,227	28.0
Covered Employment	65,100	100.0
Self-Employment	6,290	
Total Employment	71,390	

Source: E.D. Hovee & Company, November, 2003.

Land Demand
Using the employment density factors listed below, EDH calculated the demand for land to accommodate new non-residential development between 2000 and 2025

based on the distribution of new jobs cited above. Adding a 25% market factor to be consistent with the SCPP, the gross demand for 2025 would be 2,430 urban acres and 516 rural acres for a total of 2,946. EDH also calculated the likely employment and land demand from 1995-2000. This allows a direct comparison between the previous land demand estimates for 2015, which were based on a starting year of 1995, and the current land demand estimates for 2025, which are based on a starting year of 2000. This "catch-up" land demand estimate indicates a need between 1995 and 2000 for approximately 411 acres of commercial and industrial land (without market factor) to support the creation of 3,370 added jobs over the five year period. Application of the market factor to this estimate would increase the total industrial/commercial need for urban and rural lands from approximately 411 to 514 acres. Adding this to the 2,946 acre land demand calculated by EDH between 2000 and 2025, results in a total land demand acreage number of approximately 3,460 acres between 1995 and 2025, with market factor. This is approximately 125 acres more than the 3,336 acres indicated by SCPP 1.1 for 2015.

Table 7
EDH LAND DEMAND FORECAST

	Employment Growth		Density (jobs/net acre)		Land Demand (net acres)	
Land Use	**Urban**	**Rural**	**Urban**	**Rural**	**Urban**	**Rural**
Commercial	**9,063**	**579**	**20.0**	**6.0**	**453**	**96**
Industrial	**4,682**	**–**	**6.5**	**—**	**720**	**–**
Natural Resource & Rural Ind.	**844**	**793**	**2.5**	**2.5**	**338**	**317**
Public/Institutional	**5,180**	**–**	**12.0**	**–**	**432**	**–**
Total 2025 Demand	**19,769**	**1,372**	**–**	**–**	**1,943**	**413**

Source: E.D. Hovee & Company November 2003, based on 1998 Skagit County Rural Employment Density Database. Density factors are consistent with 2000 OEDP update.

Land Supply

Skagit County and the cities have estimated the amount of developable commercial and industrial land currently within the cities and the UGAs as shown below. This is compared to the estimated demand created by the jobs forecast shown above. Some of the land supply estimates (Hamilton, Bay View Ridge, and Rural) do not distinguish between commercial and industrial land, and there is no estimate of land specifically designated for natural resource uses in any of the estimates.

Table 8
LAND SUPPLY

JURISDICTION (Cities & UGAs)	TOTAL SUPPLY (2002)	2015 POLICY (2000)*	2025 DEMAND FORECAST**
Anacortes	420	558	
Burlington	189	242	
Concrete	0	28	
Hamilton	26	60	
La Conner	1.7	2	
Lyman	0	0	
Mount Vernon	587	869	
Sedro Woolley	109	243	
Subtotal Cities and UGAs	1,224	2,002	
Swinomish	**	0	
Bay View Ridge	373	750	
Subtotal County UGAs	373	2,752	
Subtotal Urban	1,597	2,752	2,430
Rural	210	584	516
TOTAL	1,807	3,336	2,946

* With 25% market factor
**Swinomish Reservation contains land designated for industrial and commercial uses

This table enables some preliminary conclusions:

- County-wide, more land area will be needed to support economic development in the future, although there is a considerable supply of land that can accommodate growth for a number of years.
- Concrete and Lyman appear to need to consider means to create land supply for growth, if the jobs/housing balance concept is adopted.
- The relationship of rural/urban land supply and demand may require further policy analysis.

The objective of this analysis is not to suggest that the full 2025 demand be reserved today. Rather, it is a tool to be used in comprehensive planning and monitoring development activity in the next 22 years to ensure that land with appropriate characteristics, infrastructure, and location is available for on-going economic development.

In 1997, EDH came up with a county-wide figure of 4,394 acres of commercial/industrial land based on calculations of "existing supply" within each jurisdiction. The EDH analysis did not include the Urban Reserve or rural non-UGA

areas. The following table shows the comparison of those EDH results and the adopted CPP 1.1 allocations. The "Growth Rate" column is the 18-year rate using the 1997 and 2015 figures. None of this analysis takes into account the more complex factors such as annexations and other changes to the land base during this period.

Table 9
1997-2015 SUPPLY/DEMAND COMPARISON

Jurisdiction	1997 Use (Acres)	2015 CPP 1.1 Allocation (Less Market Factor)	2015 Use (Acres)	% Growth 1997-2015	Growth Rate (%)
Anacortes	2,367	558 (446)	2,813	18.8	1.0
Burlington	671	242 (194)	865	28.9	1.4
Concrete	0	28 (22)	22	2,200	23.4
Hamilton	9	60 (48)	57	6.3	10.8
LaConner	90	2 (2)	92	1.0	0.1
Lyman	10	0	10	0	0
Mt. Vernon	545	869 (695)	1,240	228.0	4.7
Sedro-Woolley	280	243 (194)	474	169.0	3.0
Bayview Ridge	370	750 (600)	970	262.0	5.5
Swinomish	52	0	52	0	0
Reserve	?	0	?		0
TOTAL	4,394	2,752 (2,201)	6,593	150.0	2.3

In conclusion, we recommend that the CPP be amended to establish a commercial/industrial land demand "target" of 3,000 acres for 2025, broken down into 2,500 urban acres and 500 rural acres. These numbers are rounded from the estimate described on the previous page. This target should then be the basis for further analysis by the jurisdictions as part of their comprehensive plan updates. More specific assessment of buildable land characteristics, local development trends, and the effects of economic development policies and strategies should contribute to a better understanding of the demand and supply for these lands, and therefore produce a better basis for subsequent forecasting.

Preliminary Allocation Alternatives
The following presents 3 alternative approaches to the allocation of the 2025 target commercial/industrial land demand described above. For the purposes of this exercise the following assumptions are used:

- Total county land demand is 3,000 acres
- Rural demand is 500 acres
- County (non-city-oriented including Swinomish) UGA demand is 400 acres.
- City (& UGAs) aggregate demand is 2,100 acres.

The allocations do not distinguish between commercial and industrial land.

Table 10
2025 COMMERCIAL/INDUSTRIAL LAND ALLOCATION ALTERNATIVES

Jurisdiction (Cities & UGAs)	2015 Allocation	2025 Allocation		
		SUPPLY-BASED	DEMAND-BASED	CLUSTER
Anacortes	558	625	240	546
Burlington	242	281	210	309
Concrete	28	42	30	20
Hamilton	60	89	34	60
La Conner	2	3	12	3
Lyman	0	25	30	25
Mount Vernon	869	873	1,253	959
Sedro Woolley	243	162	291	178
Subtotal Cities and UGAs	2,002	2,100	2,100	2,100
Subtotal County UGAs	750	400	400	400
Subtotal Urban	2,752	2,500	2,500	2,500
Rural	584	500	500	500
TOTAL	3,336	3,000	3,000	3,000

The "Supply-Based" allocation distributes the 2,100 city + UGA total based on proportionate increases to the 2002 supply figures as shown in Table 8. The allocation for Concrete is based on the 2015 allocation since the city has no current supply.

The "Demand-Based" allocation is based on the relationships identified in earlier estimates made in 1996 and 1997 and which resulted in the 2015 allocation.

The "Cluster" allocation starts with an initial allocation to cities and groups of cities based on geography. In this method, Anacortes and LaConner are considered to stand alone due to their settings, while the Burlington/MountVernon/Sedro-Woolley and Concrete/Hamilton/Lyman clusters are characterized by their locations and relationships to each other. The following shows the initial cluster allocations starting with ranges using professional judgment, and the subsequent breakdowns. Then, the cluster allocations were further broken down into the individual city portions above. This method could be used by the cluster jurisdictions to further consider their individual allocations during the comprehensive planning update process.

Table 11
"CLUSTER ALLOCATION"

Cluster	Range	Allocation
Anacortes	500-600	550
La Conner	2-4	3
Burlington/Mt. Vernon/Sedro-Woolley	1,400-1,500	1,447
Concrete/Hamilton/Lyman	90-105	100
TOTAL		2,100

Jobs-Housing Balance

The previous discussion of employment planning policy was based on the forecasted targets of the demand for buildable commercial and industrial land using the analyses prepared by the County in consultation with the cities and the Skagit Council of Governments (SCOG). The following offers a different approach for comparative purposes.

Current policy does not specifically address achieving a balance of growth in the creation of new jobs with the creation of new households. This concept is important to consider because it helps to reduce commuting and promotes equity in tax revenue opportunities. Some other counties have adopted this approach in their countywide planning policies. Using Census and state Employment Security Department data, the following shows the recent trends and relationships of "jobs/housing balance" for King, Pierce and Snohomish Counties and the state. The last several years have been volatile due to the "dot-compost" and Boeing lay-offs. These are "non-agricultural wage & salary jobs". All areas show increases in job growth vs. household growth. Generally, the closer to "1" for new growth, the better. Job or population growth to compensate for prior years' imbalances may be individual communities' policy question.

Table 12
JOBS/HOUSING BALANCE COMPARISONS
(Jobs ÷ Housing Units)

AREA	1995 Ratio	2000 Ratio	95-00 Ratio	COMMENT
King County	**1.4**	**1.61**	**4.93**	A huge change reflecting the tech boom in jobs and the related high cost of housing that drove households out of the county (6.2% growth in housing vs. 21.6% job growth)
Snohomish County	**0.89**	**0.91**	**1.13**	Stable, but this reflects admirable gains in jobs to match the substantial performance in increasing employment (11.8% housing increase vs. 15.1 job increase)
Pierce County	**1.2**	**0.9**	**1.58**	Also fairly stable (6.3% housing increase vs. 11.9% job increase – although this might be skewed by Army and Air Force changes at Fort Lewis and McChord AFB)
3 Counties	**1.18**	**1.31**	**3.15**	Aggregating the 3 counties partially evens out the King County impact, and indicates the sustained overall pattern of jobs/housing relationships. The 3 Puget Sound counties had 73% of the entire state job growth and 50% of the housing growth. Also, 53% of the population growth.
State	**1.03**	**1.07**	**2.17**	Since most of the rest of the State had much less job growth, the fact that the ratio has remained "positive" indicates the influence of the Puget Sound economy and signals a trend that could help to sustain Skagit County's economic performance .

Source: King County 2003 Annual Growth Report

The following displays Skagit County's jobs/housing ratios in 1990 and 2000 as well as the implied ratios of the 2025 forecast targets. These ratios include all jobs, but since the number of agricultural jobs is such a small portion of the total, their impact on the ratios is minimal. This indicates that Skagit County has performed well compared with Snohomish and Pierce counties, and even King County. The 2025 ratio is a function of the population and jobs forecasts described above. It reflects the importance of continued monitoring and evaluation to test the assumptions and the relationships between the variables. This will enable the jurisdictions and the Economic Development Association of Skagit County to work on local and regional policies and strategies to affect the implied ratio.

Table 13
SKAGIT COUNTY JOBS/HOUSING BALANCE TRENDS

1990	**1.42**
2000	**1.70**
2025 Total	**1.20**
2000-2025 Growth	**1.27**

This analysis may be useful in how the County considers approaches to amending the SCPPs. Adoption of a target ratio for the anticipated 20-year growth would be a way to provide an additional measure for monitoring the success of economic development goals, policies, and strategies. For example, this could be framed to adopt the 1.20 overall County ratio as a "bottom line" with an objective of working to sustain the 2000 ratio by updating the plans to produce a higher ratio for new growth.

CONCLUSION

As this report indicates, Skagit County and the cities within the county have used the process described in this report to reach agreement on the 2025 population forecast and population allocations for Skagit County as a whole and the various jurisdictions within the County. These numbers have been adopted by the Growth Management Act Steering Committee (GMASC) for use in updating Countywide Planning Policy 1.1. For non-residential growth the Technical Committee has used two analytical approaches to estimate commercial/industrial land needs for 2025 with similar conclusions. These projections and proposed allocations have yet to be presented to the GMASC for discussion. The current Skagit County policy uses a specific allocation of commercial/ industrial land for 2015, as reflected in SCPP 1.1. This land allocation approach is not a GMA requirement nor is it used in most other countywide planning policies which generally use employment-based *targets* to guide their planning and economic development efforts.

This report offers several alternative approaches for allocating commercial/ industrial acreage among the various jurisdictions in the county, including the concept of "Jobs/Housing Balance." This is a method utilized in jurisdictions including King County, Snohomish County, and Pierce County to address the goal of balancing growth by working to create new job opportunities to match the creation of new households. The concept is useful to consider because it helps to reduce commuting and promotes equity in tax revenue opportunities. Some members of the Technical Committee have expressed support for using this approach to allocate commercial/industrial growth among local jurisdictions, to

address a perceived *lack* of balance in the existing location of jobs relative to housing.

The choice of which method to use in allocating commercial/industrial acreage is ultimately a decision for the elected officials who make up the GMASC, based on a variety of objectives and considerations. The planning process discussed in this report has provided planners and elected officials with a variety of tools for approaching the issue and for making planning decisions that benefit their individual jurisdictions and the County as a whole.

POPULATION APPENDIX

Skagit County Population Forecast and Allocation

RECOMMENDED

The Technical Committee has proposed a 2025 population forecast of 149,080 for Skagit County. This is essentially the mid-point between the Office of Financial Management's Low and Medium Projections. Based on the 80% urban/20% rural goal for new growth, this works out to 105,750 urban residents and 43,330 rural residents in 2025.

The following table shows the 2025 allocation recommended by the Technical Committee. Based on the Corridor Method, it assumes that cities and UGAs within the I-5 corridor will receive at least 80% of the urban growth. This is based on OFM's conclusions that growth tends to be focused on major transportation routes. The Committee achieved consensus on this recommendation following some minor modifications to meet a few cities' and the County's wishes. More specific assumptions include:

- Swinomish UGA annual growth rate is assumed to be 1.0% for the Low Allocation
- Bayview allocation is based on the County's subarea plan.
- Mid Range and Intermediate allocations are straight line projections based on the Low figures.

All numbers have been rounded to the nearest 50.

JURISDICTION (Cities & UGA)	2000 POPULATION	LOCATION	RECOMMENDED 2025 ALLOCATION
Anacortes	14,647		18,300
Burlington	8,728	Corridor	12,000
Concrete	960		1,350
Hamilton	309		450
La Conner	761		950
Lyman	409		550
Mount Vernon	28,332	Corridor	47,900
Sedro-Woolley	10,358	Corridor	15,000
Subtotal Cities & UGAs	64,504		96,500
Swinomish	2,664		3,650
Bayview	1,700	Corridor	5,600
Subtotal County UGAs	4,364		9,250
TOTAL URBAN	68,868		105,750
TOTAL RURAL	34,110		43,330
TOTAL COUNTY	102,978		149,080

This allocation, if adopted by the GMASC, will be the basis for each jurisdiction to proceed with its comprehensive planning process to meet the December 1, 2005 GMA deadline. If further analysis indicates a need to revisit this allocation due to more refined conclusions about land or infrastructure capacity, the Technical Committee will reconvene. During the planning, other factors such as zoning densities, urban growth area configurations, and community visioning will be considered as well.

Berryman & Henigar

MEMO

Date: 2/14/03

To: Kirk Johnson

CC:

From: Roger Wagoner

RE: POPULATION 30176

This memo explains how the Revised *Recommended Draft Population Allocation, 2/11/03* relates to the overall 2025 population target.

The recommendation results in an urban population of 105,750. Based on that, the total population would be 149,080 (rounded).

Rural Population in 2000 using Urban Population estimated in SCOG Process	102,980 – 68,870 = 34,110
Growth in Urban Population 2000-2025	105,750 – 68,870 = 36,880
Total County Growth 2000-2025, assuming 80% urban factor per CPP.	36,880 ÷ 0.8 = 46,100
Growth in Rural Population 2000-2025 assuming 20% factor per CPP.	46,100 – 36,880 = 9,220
Total County Population in 2025: Urban Population + 2000 Rural Population + 2000-2025 Rural Growth	105,750 + 34,110 + 9,220 = 149,080

This total is 2,945 persons fewer or 2% less than the mid-point between the OFM Low and Intermediate projections.

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SKAGIT COUNTY GROWTH MANAGEMENT
POPULATION ALLOCATION
TECHNICAL COMMITTEE RECOMMENDATIONS

The Skagit County Growth Management Act Steering Committee (GMASC) has directed the Technical Committee to prepare draft population allocations for the Year 2025. The allocations are to be considered based on the mid-point between the state Office of Financial Management (OFM) "Low" and "Intermediate" forecasts described in the October 8 *Briefing Paper, Selecting an Updated 20-Year Population Forecast for Skagit County* discussed at the November 6 GMASC meeting.

This paper is in two parts: The first part presents an approach to the allocation analysis in tabular form to expedite review. The table features two columns, "Assumptions/Factors" and "Discussion". The first column presents the basic points that have driven the analysis. The second column provides rationale and comparative information related to the assumptions and factors.

The second part of the paper is the Technical Committee's recommended 2025 population allocation.

Population allocation under the GMA involves "top-down" policy and "bottoms-up" assessment of the carrying capacity of the landscape in terms of zoning, parcel configuration, critical areas, infrastructure, and the market. This requires both professional judgment and technical analysis within the context of current adopted policy and anticipated future behavior. While under the GMA it is acceptable to plan for more growth than is forecasted or allocated, it is not acceptable to plan for less than the OFM "Low" county-wide number. Within the County, individual jurisdictions may elect to plan for lower or higher numbers so long as the aggregate is at or above the OFM "Low".

Part One – Assumptions and Factors

The midpoint between OFM "Low" and "Intermediate" is 152,025. For comparison purposes, we have also generated analyses based on the OFM "Low" and "Intermediate" numbers to show the range as indicated in line ***1***. The resulting 25 year growth from 2000 would be similar to the historic growth of the past 25 years (**2**). This amount of future growth would be significantly less in terms of percentage, compared to the past 25 years (***3,4***). Under current policy and consistent with actual urban/rural growth activity per the *Growth Management Indicators Report*, we will assume that 80% of the growth will be in the urban areas (cities and UGAs). This would result in the need to plan for between 29,019 and 49,454 new urban residents over the next 25 years (***5,6***). At

an average household size of 2.5, this would generate the development of 11,608 to 19,782 new dwelling units (*7,8*). This level of development would be much lower than recent housing production rates.

A baseline for the allocation work will be the current land capacity estimates for the cities and the UGAs. Line ***9*** shows the estimated capacity for these areas.

	ASSUMPTIONS/FACTORS	DISCUSSION
1	Proposed 2025 Allocation Baselines: • 139,253 • 152,025 • 164,797	These are the OFM Low and Intermediate projections and the mid-point between them.
2	Growth between 2000 and 2025 would be: • 36,274 • 49,046 • 61,818	In the past 25 years, Skagit County grew by 48,879 people (1975-2000)
3	The percent of growth for the scenarios would be: • 35.2 • 47.6 • 60.0	The population increase over the past 25 years was 90.3%
4	The average annual growth rate for the scenarios would be: • 1.4% • 1.9% • 2.4%	The average annual growth rate over the past 25 years was 3.6%
5	Rural population growth is assumed to be: • 7,255 • 9,809 • 12,364	This is based on the 20% policy
6	Urban population growth is assumed to be: • 29,019 • 39,237 • 49,454	Total minus Rural
7	New urban households would be: • 11,608 • 15,695 • 19,782	Using an average household size of 2.5.

	ASSUMPTIONS/FACTORS	DISCUSSION
8	New households would generate annual urban demand for: • 464 DU • 628 DU • 791 DU	During the 1990's county-wide average housing production was 910 DU/year. The city rate was 579 and the unincorporated rate was 331.
9	Estimated residential land capacity in terms of population is: • Anacortes & UGA 3,300 • Burlington & UGA 2,808 • Concrete & UGA 300 • Hamilton & UGA 0 • La Conner 450 • Lyman 18 • Mt. Vernon & UGA 28,270 • Sedro Woolley & UGA 8,828 • Non-City UGAs ?	Figure subject to change Bayview Ridge preliminary capacity is 5,600 subject to outcome of subarea planning and EIS

Using the above, we examined several allocation scenarios based on the above assumptions and factors. The urban growth will be allocated to the cities + UGAs and county UGAs. The following describes the methods.

Proportionate
Allocate population for 2025 using the same proportions of population that existed in 2000.

Capacity
Allocate population to the jurisdictions (cities + UGAs and county UGAs) based on estimated land capacity. Allocate up to, but no more than 70-90% of capacity. The balance of the total would be allocated to non-city UGA.

I-5 Corridor
Based on OFM's conclusions that growth will follow the freeway, allocate 80% of the population to the areas contiguous to I-5. This would put most of the growth into Burlington, Sedro-Woolley, Bayview Ridge and Mt. Vernon, with correspondingly lesser amounts into the other jurisdictions.

The resulting allocations were discussed by the Technical Committee at the January 10 and February 7 meetings at which some fine-tuning changes were

made resulting in the modified I-5 Corridor emerging as the recommended allocation.

MEMO

Date: 1/2/03

To: Kirk Johnson

CC:

From: Roger Wagoner

RE: PRELIMINARY POPULATION ALLOCATIONS 30176

This transmits a first iteration of population allocations. The *"Assumptions and Factors"* paper describes the approach used to generate these numbers.

We have developed this material for discussion purposes only. It should not be distributed outside of the Technical Committee (SCOG) until the Committee members have reviewed and commented. I will attend the January 10 meeting to answer any questions and participate in the discussion. That should lead to any necessary refinements and transmittal to the GMASC. Following this, we will prepare similar materials on employment allocations.

Capacity estimates for the cities and their UGAs may need further refinement as well.

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Skagit County Draft Population Allocation

PROPORTIONATE METHOD

The following table shows a 2025 allocation distribution that assumes each jurisdiction's share of the population is the same percentage that it is today (2000). This is primarily for comparison purposes in evaluating the other scenarios.

JURISDICTION (Cities & UGA)	2000 POPULATION	PERCENT	2025 POPULATION		
			LOW	MID RANGE	INTERMEDIATE
Anacortes	14,647	21.27	20,570	22,744	24,917
Burlington	8,728	12.67	12,253	13,548	14,842
Concrete	960	1.39	1,344	1,486	1,628
Hamilton	309	0.45	435	481	527
La Conner	761	1.10	1,064	1,176	1,289
Lyman	409	0.59	571	631	691
Mount Vernon	28,332	41.14	39,786	43,991	48,193
Sedro-Woolley	10,358	15.04	14,545	16,082	17,619
Subtotal Cities & UGAs`	64,504	93.65	90,568	100,139	109,706
Swinomish	2,664	3.87	3,743	4,138	4,535
Bayview	1,700	2.47	2,389	2,641	2,894
Subtotal County UGAs	4,364	6.34	6,132	6,779	7,429
TOTAL URBAN	68,868	100	96,700	106,918	117,135

Skagit County Draft Population Allocation

CORRIDOR METHOD

The following table shows a 2025 allocation distribution that assumes that cities and UGAs within the I-5 corridor will receive 80% of the urban growth. This is based on OFM's conclusions that growth tends to be focused on major transportation routes. More specific assumptions include:

- Swinomish UGA annual growth rate is assumed to be 1.0% for the Low Allocation
- Bayview Low allocation is based on the implied annual growth rate from 2000 Census Population (1700) to the adopted 2015 target (3,420 + the 909 "Reserve"), or 10.3%. This rate is extrapolated over the 25 year planning period resulting in 6,078.
- Mid Range and Intermediate allocations are straight line projections based on the Low figures.

JURISDICTION (Cities & UGA)	2000 POPULATION	LOCATION	2025 POPULATION		
			LOW	MID RANGE	INTERMEDIATE
Anacortes	14,647		18,757	20,739	22,720
Burlington	7,552	Corridor	10,684	11,813	12,941
Concrete	960		1,230	1,360	1,490
Hamilton	309		396	438	480
La Conner	761		974	1,077	1,180
Lyman	409		524	579	635
Mount Vernon	28,332	Corridor	40,084	44,319	48,554
Sedro-Woolley	10,358	Corridor	14,654	16,202	17,750
Subtotal Cities & UGAs`	63,328		87,303	96,527	105,750
Swinomish	2,664		3,330	3,682	4,034
Bayview	1,700	Corridor	6,078	6,720	7,363
Subtotal County UGAs	4,364		9,408	10,402	11,397
TOTAL URBAN	67,692		96,711	106,929	117,147

Skagit County Draft Population Allocation

CAPACITY METHOD

The following table shows a 2025 allocation distribution that assumes up to, but no more than 70-, 80-, and 90% of each city's capacity will be absorbed by 2025. The balance will be absorbed by the County UGAs.

JURISDICTION (Cities & UGA)	2000 POPULATION	CAPACITY	2025 POPULATION		
			LOW	MID RANGE	INTERMEDIATE
Anacortes	14,647	3,300	16,957	17,287	17,617
Burlington	8,728	2,808	9,518	9,798	10,079
Concrete	960	300	1,170	1,200	1,230
Hamilton	309	0	309	309	309
La Conner	761	450*	1,076	1,121	1,166
Lyman	409	18	422	423	425
Mount Vernon	28,332	28,270	48,121	50,948	53,775
Sedro-Woolley	10,358	8,828	16,537	17,420	18,303
Subtotal Cities & UGAs`	64,504	43,974	94,110	98,506	102,904
Swinomish	2,664	None?	0	2,720**	2,720*
Bayview	1,700	3,630***	2,601	5,703	11,522
Subtotal County UGAs	4,364	?***	2,601	8,423	14,242
TOTAL URBAN	68,868		96,711	106,929	117,146

Notes:
* Subject to change
** 2015 allocation used
*** Subject to outcome of subarea planning and EIS

MEMO

Date: 12/26/02

To: Kirk Johnson

CC:

From: Roger Wagoner

RE: INITIAL DRAFT – ALLOCATIONS 30176

This transmits our first round of allocations using the three scenarios or methods. I have just a few observations based on this.

- The Proportionate Method is neutral with respect to capacity or policy. It merely reflects the results if all areas were to maintain the same proportions of population in 2025 as they had in 2000. This would put most growth in the cities and their UGAs and would probably also require expansion of most of the city UGAs.

- The Capacity Method reflects the estimated amount of growth that can presumably be accommodated in the city UGAs as currently calculated. This scenario indicates that the county Bayview UGA would have to be significantly expanded or densified to absorb the remaining urban portion of the OFM projection.

- The Corridor Method seeks to balance city-county growth and would also involve expansion of all UGAs or other strategies such as up-zoning, density bonuses, etc. to accommodate the growth.

After you, Gary and Connie have had a chance to review this submittal, I look forward to your comments and suggestions on both the format and content and how to proceed with getting the word out to the Technical Committee.

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Subtotal Cities & UGAs`	63,328		87,303	96,527	105,750
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Concrete	960	300	1,170	1,200	1,230
Hamilton	309	0	309	309	309
La Conner	761	450*	1,076	1,121	1,166
Lyman	409	18	422	423	425
Mount Vernon	28,332	28,270	48,121	50,948	53,775
Sedro-Woolley	10,358	8,828	16,537	17,420	18,303
Subtotal Cities & UGAs`	63,328	43,974	94,110	98,506	102,904
Swinomish	2,664	None?	0	2,720**	2,720*
Bayview	1,700	?***	2,601	5,703	11,522
Subtotal County UGAs	4,364		2,601	8,423	14,242
TOTAL URBAN	67,692		96,711	106,929	117,146

Notes:
* Subject to change
** 2015 allocation used
*** Subject to outcome of subarea planning and EIS

Skagit County Draft Population Allocation

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The following table shows a 2025 allocation distribution that assumes each jurisdiction's share of the population is the same percentage that it is today (2000). This is primarily for comparison purposes in evaluating the other scenarios.

JURISDICTION (Cities & UGA)	2000 POPULATION	PERCENT	2025 POPULATION		
			LOW	MID RANGE	INTERMEDIATE
Anacortes	14,647	21.64	20,928	23,139	25,350
Burlington	7,552	11.16	10,793	11,933	13,073
Concrete	960	1.42	1,373	1,518	1,663
Hamilton	309	0.46	445	492	539
La Conner	761	1.12	1,083	1,198	1,312
Lyman	409	0.60	580	642	703
Mount Vernon	28,332	41.85	40,474	44,750	49,026
Sedro-Woolley	10,358	15.3	14,797	16,360	17,923
Subtotal Cities & UGAs`	63,328	93.55	90,473	100,032	109,589
Swinomish	2,664	3.94	3,810	4,213	4,616
Bayview	1,700	2.51	2,427	2,684	2,940
Subtotal County UGAs	4,364	6.45	6,237	6,897	7,556
TOTAL URBAN	67,692	100	96,710	106,929	117,145

Briefing Paper
for the
Skagit County Growth Management Act Steering Committee

Selecting an Updated 20-Year Population Forecast for Skagit County

Prepared by Berryman & Henigar in association with
Michael J. McCormick
September 27, 2002

INTRODUCTION

This paper provides information and seeks to frame the discussion to help the Skagit County Growth Management Act Steering Committee (GMASC) select a population projection for growth management planning to the Year 2025. All jurisdictions within the county are required to update their comprehensive plans addressing growth to that year. The updates must be completed by 2005.

As one of the first steps in this process, Skagit County, in consultation with the cities and towns, needs to decide what the 2025 countywide population target will be for planning purposes. This will set the stage for the planners to divide the overall target into recommended allocations for the city and county UGAs and the remaining rural area. As reflected in recent discussions by the Skagit Council of Governments (SCOG) planners group, some jurisdictions appear to favor selecting a population forecast toward the lower end of the Office of Financial Management (OFM) range, while other jurisdictions favor a number toward the middle of the range.

This decision has important implications for possible revisions to Countywide Planning Policy (CPP) 1.1 affecting population and employment allocations to the various jurisdictions for the next 20-year planning period. Therefore, planners have recommended that the decision should be made by the Growth Management Act Steering Committee (GMASC) created by the newly adopted 2002 Framework Agreement.

OFM Population Forecasts

Under state law, the OFM has developed low, medium, and high population forecasts for each county in the state. (See Appendix A for a detailed description of how these forecasts are developed.) The Growth Management Act requires each county and its cities and towns to plan to accommodate this new 20-year population forecast. As noted above, OFM provides a range with the mid-range number being considered the "most likely." The population number adopted by the county, in consultation with the cities and towns, must fall within the OFM range. How the specific number is selected and how the total is distributed between Urban Growth Areas and the Rural Areas is a local decision—within the parameters of the GMA. The specific outcome is to select an overall number that falls within the OFM range and to distribute that number among the respective UGAs and the Rural portion of the county.[1]

The OFM low, medium, and high forecasts for Skagit County for the years 2015 and 2025 are as follows:

[1] The county may petition OFM to revise the official projection if it feels the projection does not accurately reflect what is likely to transpire.

Adopted CPP 1.1 for 2015	OFM 2015 Forecasts	OFM 2025 Forecasts
	High: 154,785	High: 198,992
137,700	Medium: 135,717	Medium: 164,797
	Low: 121,467	Low: 139,253

The currently adopted Countywide Planning Policy 1.1 establishes a target of 137,700 for the year 2015. That is slightly higher than the OFM 2015 medium projection of 135,717, as shown above. The current CPP 1.1 for 2015 is only slightly below the OFM Low forecast for 2025, fully 10 years later, showing what a significant departure the Low forecast would be from currently-adopted planning assumptions.

County-Wide Growth Patterns

The county population for the year 2000, according to the U.S. Census, was 102,979 – an increase of 23,434 or 29.5% over 1990. This number is generally on track with the OFM's 1995 mid-range estimate, contained in the 1997 County Comprehensive Plan, that the County's population in 2000 would be 103,475, as shown in the table below:

OFM 1995 Mid-Range Estimate of County Population in 2000	103,475
County Population in 2000 Per U.S. Census	102,979

The Census figure for 2000 reflects an annual average growth rate of about 2.8% per year. The countywide growth rate declined to about 1% for the period of April 1, 2001 to April 1, 2002, most likely reflecting the general economic slowdown. The total estimated county population as of April 1, 2002 was 105,100.

To some jurisdictions, the fact that the growth rate has dropped to 1% over the past year is reason to adopt a "conservative" or low estimate through 2025. They argue that the relatively rapid pace of growth through the 1990s is not likely to continue over the next 20 year period, as the recent slowdown illustrates. Starting with the higher end of the range will require cities and the county to plan for expensive and possibly unnecessary infrastructure, at a time when they are having difficulty providing for current levels of population growth. Some jurisdictions maintain that their current city limits or surrounding UGAs do not have the physical land base or "capacity" to accommodate increased growth as projected by the OFM mid-range estimate.

Other jurisdictions believe that the low forecast is unrealistic given that overall growth in the past 12 years has closely tracked the OFM medium-range estimates. The downturn of the past year is not expected to continue. They point out that the OFM "low" forecast for 2025 (139,253) is nearly identical to the county's adopted CPP 1.1 population forecast of

137,700 for 2015, making the "low" forecast highly inconsistent with currently adopted plans and with the likely reality in the future. These jurisdictions also point out that the county is required by GMA to adopt a population projection within the OFM range resulting in a "floor and ceiling" for the county, and then allocate that population accordingly, rather than selecting an overall county number that simply matches the wishes of individual jurisdictions. The OFM range is assumed to be "reasonable" and it is up to the jurisdictions to work within it and be prepared to "show their work".

Growth Trends within the County

Actual growth within the county has varied from UGA to UGA. Burlington, Hamilton, and Lyman have already exceeded their CPP 1.1 targets for 2015, and Anacortes and Sedro-Woolley are closing in. Since the county has not yet completed the Bayview Ridge UGA plan, the effect of that area on the overall county growth can not be estimated.

All areas of the county – urban and rural – appear to have sufficient capacity to accommodate significant growth. Further analysis on the capacity within the UGAs is being developed. A Land Use/Growth Benchmark analysis is producing measures that will be used to monitor the results of adopted goals, policies, and strategies that are included in the adopted plans. A preliminary report provides the following conclusions:

- ✓ At least 80% of the overall net 1995-2001 population growth has occurred in the urban areas, consistent with CPP 1.2.
- ✓ Between 70% and 80% of all new housing has been permitted in the UGAs in the same period.
- ✓ The density of new net residential development within the UGAs meets and exceeds the minimum of 4 units per acre.
- ✓ The amount of land designated for resource uses has remained constant.

Further information about these and other conclusions can be found in the preliminary report _____.

The Issue and the Outcome

There are a number of issues which need to be discussed, considered and, in some cases, resolved before the desired outcome of an adopted 20-year population allocation policy can be completed:

1. The CPPs adopted by Skagit County contain more specific policies to guide future growth and development. Following adoption of the overall county projection and prior to adoption of the allocations to jurisdictions, the current policies need to be reviewed to determine their current appropriateness. If changes are to be

made, they may affect the range of options available for allocating the new growth.

2. The ability of any city or town to accept new residential growth is partially dependent upon the remaining capacity of their current UGA. This, in turn, is dependent upon the amount of vacant or redevelopable land, the density of new residential development, and ultimately, the ability of the jurisdiction to provide urban services. It is essential that each jurisdiction assess the amount of development and the amount of available land that can be used to accommodate future residential development.

3. The GMA is quite clear about what must be done if a jurisdiction can not demonstrate that it can finance the necessary infrastructure; it must reconfigure the land use patterns until it can. The reality of this provision is now apparent in ways it was not in the first iteration of GMA planning for many cities and towns. There are two ways to limit a city or town's exposure to infrastructure concurrency: Limit the development in the existing UGA; and/or accept the minimum amount of new growth—both as a total number for the county and as an individual jurisdiction's share.

Adopting this approach to limit potential problems for individual jurisdictions raises some additional interesting questions:

A. What are the consequences of selecting an "low" population target number for the county? Is it better to select a target nearer the middle of the range and deal with the consequences now or to pick a low number and delay dealing with the consequences?

B. How about equity and fairness? Should one or a small number of jurisdictions be allowed to refuse to accept their "fair share" of the new population?

C. If there are jurisdictions with physical constraints which preclude their acceptance of a "fair share," is there a way for them to compensate those jurisdictions which absorb their share?

Ultimately, the County will adopt new target numbers following the consultative process currently being negotiated. The ease of this process and the subsequent planning undertaken by each jurisdiction will depend, in part, on the cooperation and collaboration of all the parties.

First Step

Initially, the Skagit jurisdictions, through the Growth Management Act Steering Committee, need to decide what the 2025 countywide population target for planning should be, considering the preceding discussion. This will set the stage for the planners

to work on dividing the overall target into recommended allocations for the city and county UGAs and the remaining rural area.

Appendix A

The following quote from OFM's publication *"Washington State County Population Projections for Growth Management"* explains the assumptions used by the Office of Financial Management in determining its High, Medium, and Low forecasts:

> *Washington and its counties, as can be seen in various tables and graphs in this publication, have tended to exhibit growth spurts interrupted by periods of slower growth, stagnation, and sometimes even decline. Furthermore, these spurts are not uniform in time and space. One example is the well-known "Boeing Bust" of the early 1970s that affected the central Puget Sound area. Some other parts of the state experienced rapid growth during the same period. These revised projections incorporate the impact of a "rural rebound" growth trend experienced by most of the western states in the early 1990s. It was an exodus of two million people leaving California during a severe economic recession that caused this trend. Rural and nonmetropolitan growth in Washington during the early 1990s was far greater than anticipated, but quickly slowed as California's economy recovered in the mid-1990s.*
>
> *History shows us that growth spurts or contractions usually do not last long. Such a situation creates uncertainty, and alternative projections are a solution. While the intermediate population projection is assigned the distinction of reflecting the most likely trend—most near term growth, for most counties, is not expected to track "right on" the intermediate expectations. Population growth is simply not likely to follow any single set of numbers. Growth will most likely be somewhat higher, or lower—or both higher and lower over the long term.*
>
> *Aside from the near term growth in the state model, no attempt is made to predict the timing and magnitude of spurts. Recent growth patterns are blended into general tendencies. General tendencies are based on (1) 1960-2000 trends in relative population growth, and (2) a set of assumptions that is both grounded in past experience and which seems reasonable, given what is known about the economic, demographic, and social character of each of the 39 counties. These assumptions are:*
>
> - *Major growth, in terms of numbers, if not rates, will be through accretion of existing population centers. Rates of growth will be smaller (or potentially negative) at the center sand high on the periphery.*
>
> - *This accretion will occur along existing transportation corridors and spurs, primarily the interstate highways and similar roadways.*

- *Non-corridor growth has been happening due to in migration of retirees and perhaps telecommuters. This is expected to continue for counties where sustained historical growth has been recorded.*

- *Counties that are remote, and that have inconsistent growth histories, are assumed to have lower prospects for substantial future growth despite population jumps in the early 1990s.*

The "population centers" noted above are Seattle, Spokane, Yakima, Tri-Cities, and Portland. Growth assumptions for individual counties are largely manifested in the migration numbers presented in the tables. In practice, the assumptions are not rigidly applied. They serve as guidelines for modifying various migration and population share trends out towards the projection horizon It should be noted that detailed migration data by age and gender from Census 2000 will not be released until mid-2002 and therefore could not be incorporated in the revised projections. However, OFM's treatment of migration includes several noteworthy technical features. One is that special in/out -migrating populations related to the presence of colleges, military facilities, prisons, and mental hospitals are handled separately from other migrants for counties that are significantly impacted by such populations. Population pyramids for each county were examined to ensure that the age-sex characteristics of all counties, and particularly those with colleges, correctional facilities, or other special populations, were successfully carried forward through 2025.

High and Low Projection Alternatives. *GMA specifications require that county projections be expressed as a "reasonable" range developed within the state high and low projection series. State high and low projections are based on probable economic and other assumptions. State growth assumptions do not carry forward extreme economic conditions or other factors that have resulted in relatively short periods of extremely high population gains or losses. County projection growth ranges, developed within the state framework, were established on the same general basis and show moderate variations.*

County high and low projection alternatives reflect uncertainty bands. They are not, in a formal sense, alternative scenarios. In general, the uncertainty band will be larger for smaller counties than large ones. It will be larger for faster growing than slower growing areas. It will be larger for counties with erratic growth in the past and smaller for counties that have had steadier growth. It will be larger for counties that may be impacted by changes in variable military, college, correctional, or other special populations. Both series sum to statewide low and high projections similar to the intermediate series.

Berryman & Henigar

MEMO

Date: 11/18/02

To: Kirk Johnson

CC:

From: Roger Wagoner

RE: Forecasting "Data Points" 30176

Kirk, the attached spreadsheets are intended to be the baseline for the forecasts. The include FACTS and ASSUMPTIONS that need to be completed and verified. The Population table is pretty straightforward. The Employment version is less so.

Population

Col. 1 – We've used the population numbers for the unincorporated UGAs that came from the GIS maps. Where the census divisions and the UGA boundaries don't line up, we interpolated.

Col. 2 – We don't have numbers of households for the unincorporated UGAs. If they are easy to generate, that would be good.

Col. 7 – These capacity numbers should include the cities' estimates and the County's for the unincorporated UGAs. I think that this is the stuff that Connie is working on.

Col. 8 – The "system capacity" would be any information regarding sanitary sewer treatment, water supply, etc. issues that might affect growth estimates.

Employment

Col. 2 – This is the only recent distribution of jobs by jurisdiction that we have found. If it's suspect, we might not want to use it.

Col. 3 – As I know, there is not information yet on employment by jurisdiction from the census or any other source unless Kelly has something.

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Col. 5 – Again, we will hopefully be able to get newer information from the cities, Connie & GIS to supplement this '97 work by Eric Hovee.

Col. 6 – Same as with population, anything that we should know about that would affect forecasting.

SKAGIT COUNTY DATA POINTS FOR POPULATION & EMPLOYMENT FORECASTING

POPULATION

AREA	2000 CENSUS POPULATION (1)	2000 HH	2000 HH SIZE (CITIES)	2002 ESTIMATE OFM (CITIES)	GROWTH RATE 90 - '00 (%)	2015 TARGET (CITY & UGA)	LAND CAPACITY (DU)	SYSTEM CAPACITY	NOTES
Anacortes	14557	6086	2.37	14910	2.7				
Anacortes UGA	90					18300			
Burlington	6757	2398	2.74	7190	5.2				
Burlington UGA	795					7065			
Concrete	790	300	2.63	790	0.7				
Concrete UGA	170					1560			
Hamilton	309	117	2.64	340	3.6				
Hamilton UGA						315			
LaConner	761	372	2.05	775	1.1	930			
LaConner UGA									
Lyman	409	161	2.54	415	4.9				
Lyman UGA						370			
Mt. Vernon	26232	9276	2.75	26670	4.9				
Mt. Vernon UGA	2100					41725			
Sedro-Woolley	8658	3205	2.62	8805	3.7				
Sedro-Woolley UGA	1700					12030			
Swinomish	2664	1112	2.4			2720			
Bayview Ridge	1700					3420			
Reserve						910			
TOTAL URBAN	67692	23027		59895		89345			
			2.655						

(1) Estimates for UGAs based on Census Blocks

SKAGIT COUNTY POPULATION ALLOCATION FRAMEWORK

#		2002 POPULATION (ESTIMATED)	2015 ADOPTED POLICY	2022 OFM LOW	2022 OFM MEDIUM	2022 OFM HIGH
1	Total County	105,100	137,700	134,200	156,200	185,300
2	Rural		48,355	47,655	52,055	57,875
3	Urban		89,345	86,545	104,145	127,425
4	County UGAs		7,050	6,830	8,220	10,055
5	City UGAs	65,222	82,295	79,715	95,925	117,370
6	Anacortes	14,910	18,300	17,730	18,300	18,300
7	Burlington	8,728	7,065	6,845	8,570	10,940
8	Concrete	860	1,560	1,510	1,890	2,415
9	Hamilton	340*	315	305	380	485
10	LaConner	775	930	900	1,130	1,440
11	Lyman	415*	370	360	450	570
12	Mt. Vernon	28,621	41,725	40,415	50,610	64,595
13	Sedro-Woolley	10,573	12,030	11,650	14,590	18,625

NOTES:
All numbers rounded to nearest 5

*No data for unincorporated UGA

1. Current OFM 2015 projections are 121,467 / 135,717 / 154,785
2. 2022 rural population assumes 20% of county growth
3. 2022 urban population = total - rural
4. 2022 county UGAs assumes same proportion to total as 2015 adopted policy
5. City UGAs = urban - county UGAs
6. Anacortes @ 2022 "Low" assumed same proportion of City UGA as adopted policy. Anacortes @ 2022 "Medium" & "High" assumes holding at 2015 number.

7-13 Other city UGAs for 2022 "Medium" and "High" assumed proportional after Anacortes is subtracted from city UGA total.

SKAGIT COUNTY POPULATION

	Census		OFM		CWPP	SR 20 Model		Comments
AREA	1990	2000	2001	2002	2015	2020	2025	
Anacortes City	11,451	14,557	14,840	14,910				
Anacortes UGA					18,300	19,314	20,509	
Burlington City	4,449	6,757	6,995	7,190				
Burlington UGA					7,065	8,130	9,167	
Concrete City	735	790	790	790				
Concrete UGA					1,561	1,891	2,181	
Hamilton City	228	309	325	340				
Hamilton UGA					315	362	409	
LaConner City	686	761	765	775				
LaConner UGA					930	975	975	
Lyman City	275	409	410	415				
Lyman UGA					370	426	480	
Mt. Vernon City	17,647	26,232	26,460	26,670				
Mt. Vernon UGA					41,725	48,994	55,756	
Sedro-Woolley City	6,333	8,658	8,700	8,805				
Sedro-Woolley UGA					12,030	14,104	15,904	
Swinomish Res.	2,282	2,664			2,720	3,182	3,588	
Upper Skagit Res.	180	238						
Bayview Ridge					3,420	3,988	4,497	
Reserve					909*			*Includes Similk LAMRID?
Total UGA					89,345	101,366	113,465	
Rural					48,355*	51,446	54,471	*Includes Upper Skagit Res?
TOTAL	79,545	102,979	104,100	105,100	137,700	152,812	167,936	
OFM RANGE					154,785 135,717 134,174	176,627 150,499 130,891	198,992 164,797 139,253	
Straight Line @ 2.294%					142,080	159,140	178,250	1992-2002 Actual Rate

Berryman & Henigar

MEMORANDUM

Date: 7/30/02

To: Kirk Johnson

From: Roger Wagoner

Re: August 15, 2002 SCOG Meeting

This transmits a package of materials in support of the next SCOG meeting to discuss population allocations. Since it has been several months since we have met, most of the package includes materials that have been previously distributed.

Update

The state Office of Financial Management recently released its estimates of population as of April 1, 2002. For Skagit County and the cities, OFM estimates that 1,000 new residents were added since April 1, 2001. This one year growth rate is about 1%, significantly lower that the average annual rate experienced over the past decade. The '01-'02 growth occurred primarily in the cities (610) vs. the unincorporated area (390). OFM does not distinguish between unincorporated UGA and rural population. The distribution of growth was as follows:

JURISDICTION	APRIL 1, 2002 ESTIMATE	2001 – 2002 GROWTH
Anacortes	14,910	70
Burlington	7,190	195
Concrete	790	0
Hamilton	340	15
LaConner	775	10
Lyman	415	5
Mt. Vernon	26,670	210
Sedro-Woolley	8,805	105
INCORPORATED	59,895	610
UNINCORPORATED	45,205	390
TOTAL COUNTY	105,100	1,000

More information from the 2000 Census is now available in "profiles" of general

demographic characteristics, selected social characteristics, selected economic characteristics, and selected housing characteristics for each county, city, reservation and other "census designated places". These can be downloaded from the OFM website at www.ofm.wa.gov/census2000/index.htm. While we have not discussed the reservations before, the Census reports show that the Swinomish Reservation 2000 population was 2,664 and the Upper Skagit Reservation population was 238. Reservation population does not appear to be explicitly addressed in the current Countywide Planning Policies.

Background

The following (attached) products the status of our work to this point. A quick review of this material prior to the meeting should expedite the discussion and direction for further analysis.

February 22 Workshop Paper
This paper provided some initial conclusions about growth trends; asked questions pertaining to methods for framing the allocation process; and described the information sources necessary to base allocations on.

March 25 Household Trends Analysis
This table shows the changes in household characteristics between the 1990 and 2000 Census'.

March 25 Permit Activity Analysis
This table summarizes the results of our analysis of County-provided permit data for the period 1995 through the first two months of 2002.

Next Steps

The process must balance several forces. These include:

- What the total county target for 2022 should be;
- Urban vs. rural population distribution;
- Community visions regarding growth;
- UGA capacities; and
- LAMIRDs

Data and analysis needs vary among these forces. Several on-going efforts are being made. City permit activity data are being acquired and reviewed. County GIS maps showing 2000 census population distribution and permit activity within the unincorporated UGAs are being developed. Information non-residential capacity is being developed.

The outcome of the meeting should be that everyone is generally comfortable with the approach and the analysis completed to date, and a clear understanding of what is to come and who is responsible.

HOUSEHOLD TRENDS

JURISDICTIONS	1990				2000				TRENDS 1990-2000				ANNEXATIONS		
	Pop In HH	Occupied DU	Vacant DU	HH Size	Pop In HH	Occupied DU	Vacant DU	HH Size	Pop In HH	Occupied DU	Vacant DU (% Total)	HH Size	Pop	Occupied DU	Vacant DU
SKAGIT COUNTY	77,945	30,573	3,007	2.55	101,138	38,852	3,829	2.60	23,193 30%	8,279 27%	1990: 9 2000: 9	0.05 2%			
Unincorporated	37,350	14,141	2,126	2.64	42,665	16,937	2,565	2.52	5315 14%	2,796 20%	1990: 13.1 2000: 13.2	-0.12 -5%	-718	-263	-26
Incorporated	40,595	16,432	881	2.47	58,473	21,915	1,264	2.61	17,878 44%	5,483 33%	1990: 5.1 2000: 5.5	0.14 6%			
Anacortes	11,220	4,669	323	2.40	14,557	6,086	465	2.37	3,337 30%	1,417 30%	1990: 6.5 2000: 7.1	-0.03 -1%	56	26	14
Burlington	4,277	1,749	69	2.45	6,757	2,398	133	2.74	2,480 58%	648 37%	1990: 3.8 2000: 5.3	0.29 12%	263	107	5
Concrete	735	276	37	2.66	790	300	35	2.63	55 7%	24 9%	1990: 11.8 2000: 10.5	-0.03 -1%	0	0	0
Hamilton	228	88	19	2.59	309	117	18	2.64	81 36%	29 33%	1990: 17.8 2000: 13.3	0.05 2%	0	0	0
La Conner	651	291	29	2.24	761	372	62	2.05	110 17%	81 28%	1990: 9.1 2000: 14.3	-0.19 -8%	0	0	0
Lyman	275	118	8	2.33	409	161	12	2.54	134 49%	43 36%	1990: 6.3 2000: 6.9	0.21 9%	8	3	0
Mt. Vernon	17,189	6,885	282	2.50	26,232	9,276	410	2.75	9,043 53%	2,391 35%	1990: 3.9 2000: 4.2	0.25 10%	364	117	5
Sedro-Woolley	6,020	2,356	114	2.56	8,658	3,205	129	2.62	2,638 44%	849 36%	1990: 4.6 2000: 3.9	0.06 2%	27	10	2

NOTES FOR THE TABLE OF "HOUSEHOLD TRENDS"

This table is a working document intended for compiling data pertaining to growth trends in Skagit County from 1990-2000. The relationships between and among the variables will be used to formulate assumptions to support forecasting future population growth.

1. The table contains U.S. Census data describing housing and residential population for the two census periods. The city information is for the incorporated areas only.
2. The population shown here does not include people living in "group quarters".
3. The shaded "Trends" section of the table includes comparisons that may inform the forecasting process. Growth rates of population and housing for all of the cities were equal to, and generally significantly greater than, the County overall. Burlington and Mt. Vernon had the highest growth rates, somewhat attributable to annexations.
4. Vacancy rates, which contribute to "market factor" are fairly consistent .
5. Household sizes have increased in the cities with the exception of Anacortes, Concrete, and La Conner.

HOUSING UNIT PERMIT ACTIVITY
Skagit County Unincorporated UGAs and Rural Area
1995 - 2002 Including Mobile Homes

AREA	1995	1996	1997	1998	1999	2000	2001	2002	TOTAL	Pending
Anacortes UGA	0	0	0	0	2	0	0	0	2	0
Burlington UGA	2	0	0	0	3	4	3	1	13	1
Concrete UGA	0	0	0	1	1	0	0	0	2	0
Hamilton UGA	0	0	0	0	0	0	0	0	0	0
La Conner UGA	0	0	0	0	0	0	0	0	0	0
Lyman UGA	0	0	0	0	0	2	6	2	0	0
Mount Vernon UGA	14	17	5	12	5	12	13	2	80	7
Sedro-Woolley UGA	0	0	2	35	19	5	5	2	68	5
Bayview UGA	0	1	0	0	0	0	0	0	1	0
Swinomish UGA	23	10	5	14	6	3	7	0	68	4
TOTAL UGAs	39	28	12	62	36	26	34	7	234	17
Rural Area	189	237	185	187	187	250	185	20	1440	154
"No Data"	9	17	2	8	6	1	2	0	45	2
TOTAL	237	282	199	257	229	277	221	27	1719	173

DISCUSSION DRAFT - 3/25/02 - Berryman & Henigar w/ Michael J. McCormick

Comments

Most of the UGA is designated for industrial uses

No UGA

No UGA

SKAGIT COUNCIL OF GOVERNMENTS
POPULATION ALLOCATION WORKSHOP
February 22, 2002

Introduction

This first workshop is intended to be an ice-breaker that introduces the consultants; establishes contact protocols; and introduces the process and outcomes.

Overall Objective

Consider the range of options pertaining to growth targets for the next 20 years and come to agreement on a recommended amendment to the Countywide Planning Policies.

2/22 Objective

- Provide the consultants with direction regarding the scope of work, schedule, and products.
- Discuss cities' concerns with schedule and data needs.

Workshop Approach

We propose that the workshop be a combination of presentation and discussion. Mike McCormick will be the facilitator and Roger Wagoner will provide some information to fuel the discussion.

It's our intention for this to be a collaborative effort. We want to help you develop a policy framework for population allocation decisions so that each community can move confidently on with planning.

Process Issues

Following are some issues to be discussed regarding the project's scope of work, schedule, and related considerations:

- Project timeframe and deadlines
- Risks and potential consequences of not meeting current 2002 Update deadlines (and likelihood of an extension)
- Project scope of work and city "buy off"
- Potential difficulties for cities of meeting consultant data needs
- Involvement of city and county elected officials in approving project outcomes (and intermediate steps)

FACTS AND ASSUMPTIONS

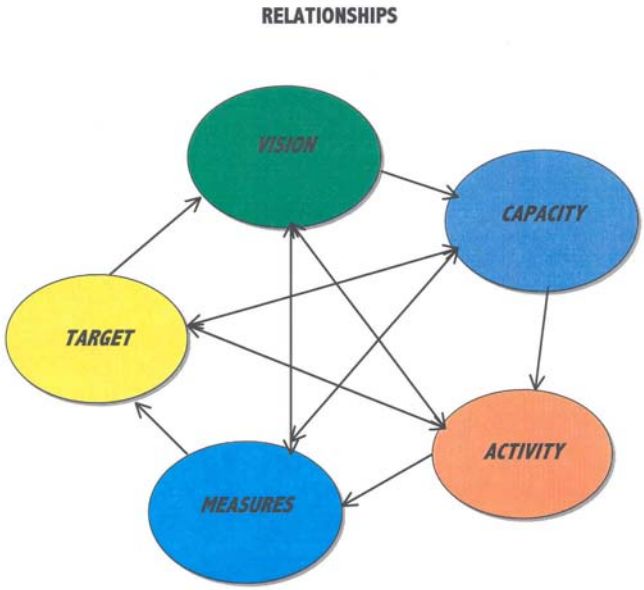
The following is a brief synopsis of the technical side of providing information that will support the eventual amendment to the CWPPs.

Questions to be addressed:

- How much growth? - The allocations/targets/projections are necessary for GMA compliance. OFM's "projections" provide ranges that are supposed to define the limits for the updates. There are options available for working outside of the OFM numbers, but we don't see a need to consider them at this time.

- Where should the growth be? - This should be a much more informed discussion and decision since it involves the issues of urban vs. rural, size and location of the UGAs, community visions, and market reality. We hope to discuss these and other factors within the context of our collective GMA experience and its application in Skagit County.

- Why and How to Grow? - In answering the first two questions, we need to consider the capacity of land and infrastructure, annexation activity, density and competitiveness among the jurisdictions – and what the plans say about these factors. The fiscal side is important too.



As to Question 1 – How Much Growth?

Countywide Growth

Adopted ***2015*** target:	137,700 (65% Urban, 35% Rural split; based on adopted CWPP goal of 80% of new growth to UGAs, 20% to Rural Area)
New OFM ***2015*** Projections	154,785 (High) {17,085 greater than SCOG} 135,717 (Medium) {1,983 lower that SCOG} 121,467 (Low) {16,233 lower than SCOG}
New OFM ***2022*** Projections	185,254 (High) {~4.9%/year, 2015-2022} 156,151 (Med) {~1.9%/year, 2015-2022} 134,174 (Low) {Forget it}
Recent Growth Rate ***(1990-2001)***	~2.8%/year
Straight line extension @ 2.8% ***(2015-2022)***	~164,700

So, as a start, we could consider testing the countywide number for 2022 in the range of 155,000 to 170,000.

As to Question 2 – Where should the growth be?

Cities & Urban Growth Areas

Since we don't have population numbers for the cities' UGAs, at this point we can just look at the 1990-2001 growth within the incorporated areas. The table shows those numbers, the respective annual growth rates, and for comparison purposes, the adopted 2015 allocations.

	1	*2*	*3*	*4*	*5*
	CITY POPULATIONS				
Cities & Unincorporated UGAs	1990	2000	2001	'90-'01 City Rate (%)	2015 CWPP UGA ALLOCATIONs
Anacortes	11,451	15	14,840	2.7	
Burlington	4,449	6,757	6,995	5.2	,065
Concrete		79	790	0.7	
Hamilton	228	309	32	3.9	315
	686	761	765	1.0	930
	275	409	41	4.5	370
ernon	17,647	26,232	26,460	4.5	41,725
Woolley	6,333	8,658	8,700	3.4	
Total City Populations	41,804	58,473	59,285	3.8	
Unincorporated UGAs					
Bayview Ridge					
Swinomish					2,720
Reserve					909
Total UGAs					89,345
Rural					48,355
TOTAL COUNTY	79,545	102,979	104,100	2.8	137,700

We do have some UGA numbers going beyond the adopted 2015 targets to work with. These come from the December, 2001 *SR-20: " Sharpes Corner to SR 536 NEPA Pilot Project"* prepared for WSDOT that has 2020 and 2025 forecasts for the UGAs and rural area. (Table 3-3 "Forecast Agreed to With SCOG Planners".)

And, for the sake of discussion . . .

The following is an illustration of some approaches we can explore in addressing new targets. This combines some of the above information with some "number-smithing" to see some of the implications of using growth rate assumptions and other factors.

	4	*5*	*6*	*7*	*8*	*9*
AREAS	**'90-'01 City Rate (%)**	**2015 CWPP UGA ALLOCATIONS**	**2022 @ 2.8%**	**2022 @ City Rates**	**2022**	***Notes to Column 8***
Anacortes	**2.7**	**18,300**	**19,410**	**19,250**	**19,800**	***Using the SR 20 Study, we interpolated between the 2020 and 2025 forecasts***
Burlington	**5.5**	**7,065**	**9,150**	**10,995**	**8,545**	
Concrete	**0.7**	**1,561**	**1,035**	**850**	**2,005**	
Hamilton	**3.9**	**315**	**425**	**465**	**380**	
LaConner	**1.0**	**930**	**1,000**	**850**	**975**	
Lyman	**4.5**	**370**	**535**	**610**	**450**	
Mt. Vernon	**4.5**	**41,725**	**34,610**	**39,560**	**51,700**	
Sedro-Woolley	**3.4**	**12,030**	**11,380**	**11,955**	**14,825**	
Total City UGAs	**3.8**	**82,296**	**77,545**	**84,535**	**96,680**	
Unincorporated UGAs						
Bayview Ridge		**3,420**			**4,190**	
Swinomish Reserve		**2,720 909**			**3,345 0**	
Total UGAs		**89,345**	**88,000**	**95,405**	**104,215**	
Rural		**48,355**	**48,160**	**52,210**	**52,655**	
TOTAL COUNTY	**2.8**	**137,700**	**136,160**	**147,615**	**156,870**	

EMPLOYMENT APPENDIX

Berryman Henigar

MEMORANDUM

Date: **9/24/03**

To: **Kirk Johnson**

From: **Roger Wagoner**

Re: **JOBS/HOUSING BALANCE**

"This just in" . . . Some new numbers from the 2003 King County Annual Growth Report (you can find it on the web www.co.king.wa.us).

Using Census and state Employment Security Department data, they show the following trends and relationships of "jobs/housing balance" for King, Pierce and Snohomish Counties and the state (Chapter III, Page 26). Of course, the last several years changes resulting from the "dot-compost" and Boeing lay-offs have some side affects). These are "non-agricultural wage & salary jobs".

AREA	1995	2000	5 YEAR	COMMENT (RW's)
King	1.4	1.61	4.93	A huge change reflecting the tech boom in jobs and the related high cost of housing that drove households out of the county (6.2% growth in housing vs. 21.6% job growth)
Snohomish	0.89	0.91	1.13	Pretty stable, but this reflects admirable gains in jobs to match the substantial performance in increasing employment (11.8% housing increase vs. 15.1 job increase)
Pierce	0.83	0.9	1.58	Also fairly stable (6.3% housing increase vs. 11.9% job increase – although this might be skewed by Army and Air Force changes at Fort Lewis and McChord AFB)
3 Counties	1.18	1.31	3.15	Putting the 3 counties together somewhat evens out the King County impact, but does indicate the sustained overall pattern of jobs/housing relationships. The 3 Puget Sound counties had 73% of the entire state job growth and 50% of the housing growth. Also, 53% of the population growth.
State	1.03	1.11	2.17	Since most of the rest of the State had much less growth, these ratios are pretty compelling.

Berryman & Henigar

MEMORANDUM

Date: 6/17/03

To: Kirk Johnson

From: Roger Wagoner

Re: EMPLOYMENT ALLOCATIONS

I looked at the 1997 EDH *"Urban Growth Area Analysis Update"* to examine its conclusions and compare with the recent work and discussion.

EDH came up with a county-wide figure of 2,344 acres of commercial/industrial land "available for development" based on calculations of "existing supply" within each jurisdiction. Using a 25% market factor, that would generate a figure of 2,930 acres. The EDH analysis did not include the Urban Reserve or Non-UGA areas. The following table shows the comparison of the EDH results and the adopted CPP 1.1 allocations. The "Growth Rate" column is the 18-year rate using the 1997 and 2015 figures. None of this analysis takes into account the more complex factors such as annexations and other changes to the land base during this period.

JURISDICTION	1997 USE	1997 EDH ALLOCATION	2015 CPP 1.1 ALLOCATION (less 25% market factor)	2015 USE	GROWTH RATE (%)
Anacortes	2,367	502	558 (446)	2,813	1.0
Burlington	671	322	242 (194)	865	1.4
Concrete	0	0	28 (22)	22	23.4
Hamilton	9	33	60 (48)	57	10.8
LaConner	90	2	2 (2)	92	0.1
Lyman	10	0	0	10	0
Mt. Vernon	545	771	869 (695)	1,240	4.7
Sedro-Woolley	280	217	243 (194)	474	3.0
Bayview Ridge	370	497	750 (600)	970	5.5
Swinomish	52	0	0	52	0
Reserve	?	0	0	?	0
TOTAL	4,394	2,344	2,752 (2,201)	6,593	2.3

One approach to looking at 2025 would be to extrapolate these growth rates for another 10 years beyond 2015. That would look like:

JURISDICTION	2015 CPP 1.1 ALLOCATION (less 25% market factor)	2015 USE	1997-2015 JURISDICTION GROWTH RATE (%)	2025 JURISDICTION RATE x 2015 ALLOCATION	2025 COUNTY-WIDE RATE x 2015 ALLOCATION
Anacortes	558 (446)	2,813	1.0	616	700
Burlington	242 (194)	865	1.4	278	304
Concrete	28 (22)	22	23.4	229	35
Hamilton	60 (48)	57	10.8	167	75
LaConner	2 (2)	92	0.1	2	2.5
Lyman	0	10	0	10	10
Mt. Vernon	869 (695)	1,240	4.7	1,376	1,091
Sedro-Woolley	243 (194)	474	3.0	327	305
Bayview Ridge	750 (600)	970	5.5	1,281	941
Swinomish	0	52	0	0	0
Reserve	0	?	0	0	0
TOTAL	2,752 (2,201)	6,593	2.3	4,286	3,464

The existing estimated Swinomish capacity of 420 acres could be added to these 2025 totals bringing them to 3,884 – 4,706 acres. Or, 368 of the Swinomish acres could be used to reduce the totals since this land was not factored into the CPP. That would result in total 2025 allocations of 3,096 – 3,918 acres.

What does that mean with respect to current UGAs? Using the estimated inventory figures we now have, the following could be concluded:

JURISDICTION	2025 ALLOCATION	2002 INVENTORY	SURPLUS (SHORTAGE)
Anacortes	616-700	420	(196-280)
Burlington	278-304	189	(89-115)
Concrete	35-229	0	(35-229)
Hamilton	75-167	26	(49-141)
LaConner	2-2.5	1.7	(O.3-0.8)
Lyman	10	0	(10)
Mt. Vernon	1,091-1,376	219	(872-1,157)
Sedro-Woolley	305-327	109	(196-218)
Bayview Ridge	941-1,281	630	(311-651)
Swinomish	0	420	420
TOTAL	3,464-4,286	2,015	(1,449-2,271)

Using this analysis, we can estimate that Skagit County jurisdictions will have to double the amount of commercial/industrial land that is "available for development" during the next 20 years.

Berryman & Henigar

MEMO

Date: 6/10/03

To: SCOG Planners

From: Roger Wagoner

RE: EMPLOYMENT ALLOCATIONS 30176.01

This memo is a progress report on the analysis leading towards updating CPP 1.1 to extend the commercial/industrial land allocation policy to the year 2025. At this time, we should be completing the assignment so that all jurisdictions have the CPP basis for initiating their individual comprehensive plan updates.

Next Steps

1) Confirm current inventory of developable land within each jurisdiction;
2) Determine the most effective way to allocate; and
3) Ensure consistency with the CEDS.

Approach

For discussion purposes, we would like to advance the following proposal based on the findings and conclusions included in the balance of this memo.

a) Establish a minimum requirement for all jurisdictions to have a 5 (or 7) years' supply of buildable commercial and industrial land available at all times. During the next 18 months leading to the 2005 GMA update deadline, jurisdictions would be charged with determining whether their current inventory is adequate and is served by urban services as indicated by 6-year capital facilities planning, and if not, how they propose to meet the requirement. This could be through UGA expansions or through "reasonable measures" such as infill strategies, upzoning, etc.

b) The updates should also include further forecasts and policy direction for 20 year commercial and industrial land needs, guided by the GMA changes in the 2002 legislation (SSHB 2697) mandating an economic development element (if legislative funding is made available), and by the CEDS.

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c) Require that all jurisdictions collaborate on implementing a land use monitoring database that would enable periodic assessment of commercial and industrial land absorption.
d) Following the 2005 adoption process, the SCOG would then revisit how the plans have addressed the CPP, and whether there should be further amendments prior to the next cycle of comprehensive plan updates.

March Discussion Paper

Following the completion of the population allocation work, the *"Skagit County Growth Management Employment Allocation"* discussion paper was drafted for SCOG review. That paper, dated March 14, described employment trends in the County, summarized information produced in prior reports, and outlined alternative methodologies for allocating employment land demand for the 20-year planning period.

In the paper and at SCOG meetings, we discussed the data "gaps" or inconsistencies inherent to this process. This includes the nature of the different ways that jobs are counted (covered, sole proprietors, part-time, etc.); the generalization of employment density factors used to compute land demand; and the uncertainty of the current status of land supply for commercial and industrial uses in the urban area(s).

Since March, the following conclusions have been developed that need scrutiny by the SCOG planners. Direction from the planners is necessary to establish the guidance needed to provide a draft policy recommendation.

Conclusions

1) As currently written, CPP 1.1 is not clear about the meaning of the commercial/ industrial land allocations. Are these "goals" for land absorption by 2015? Or, are they merely "targets" of land supplies to be available for development? Is this land inventory that is supposed to be maintained by the addition of "new" land as "current" land is absorbed? According to County planners, these allocations reflect the total amount of new commercial and industrial acreage each jurisdiction has available for development over the target period. If a jurisdiction exhausts its allocated supply ahead of schedule, it would need to obtain a greater allocation through revisions to the CPPs, but it could not unilaterally enlarge its UGA to accommodate additional commercial/industrial development. Each jurisdiction's allocation falls within a larger, countywide control total. CPP 1.1 should be amended to make this intent clear.
2) The current adopted OEDP contains a policy *"In cooperation with local jurisdictions, Skagit County shall maintain a minimum five year inventory of read(y)-to-build industrial sites at all times through the duration of the Comprehensive Plan."* There is no similar policy for commercial land or for the cities and towns.

3) Since the GMA has been amended to require comprehensive plans to be reviewed at least every 7 years, Skagit jurisdictions should consider whether to continue with the 5 year policy and whether there should be a similar policy for commercial land and for the cities/towns.
4) While we are still awaiting finalization of the current inventory estimates, it appears that the supply contains about 2,000 acres. Using absorption rates described below, this supply would appear to be sufficient in round numbers for the next 20+ years. However, it may not be in the right locations and it may not be distributed according to some jurisdictions' expectations.
5) Policies and regulations do not have much direct influence on the marketplace (unless they prohibit development outright, or make it financially unfeasible). However, comprehensive strategies and actions can have significant influences if they show local governments' willingness to support development by ensuring proper infrastructure, streamlining permit processes, or even selling or leasing public land at less-than-market prices. A long way of saying that the simple act of adopting land allocations has limited utility in making things happen.

CEDS

It was determined that the employment allocation work should be coordinated with the SCOG's updating of the Comprehensive Economic Development Strategy (formerly, the OEDP). Working Draft #1 of the CEDS has been distributed and will be discussed at the June 12 meeting. The update draft acknowledges the SCOG's pending decision on employment allocation as part of the CPP amendment process. The draft describes economic trends and concludes that job growth throughout the County has resulted in there being twice as many jobs now than existed in 1980, an annual growth rate of 3.4%. The draft states that *"Skagit County historical job growth trends do not align with its population growth, which was more rapid in the 90s. In contrast, overall job growth was stronger in the 1980s. This suggests the possibility of resurgent employment growth locally – particularly with recovery from the current economic downturn."*

The following discussion has been prepared to supplement our earlier discussion paper and may provide further information describing the background work we have done.

Land Use Analysis

CPP 1.1 establishes a "goal" of 3,336 new acres of commercial/industrial land to be available and/or developed throughout the County between 1995 and 2015. Of this, 584 acres is for the rural area and the remaining 2,752 acres is for the urban area(s). This came out of the 1996/97 studies and assumes a 25% market factor. Deducting the 25% market factor, the net urban acreage goal is 2,200A. The November, 2002 *"Growth Management Indicators Report"* summarizes commercial/industrial

development permit activity for the period 1995-2001, or ¼ of the planning period. For that period, all Skagit County jurisdictions reported permitting of more than 5 million square feet of building area. The following table shows the distribution of this activity.

COMMERCIAL/INDUSTRIAL BUILDING PERMIT ACTIVITY
Skagit County 1995 - 2001

Incorporated City	Square Feet
Anacortes	546,236
Burlington	1,839,923
Concrete	0
Hamilton	0
La Conner	64,720
Lyman	0
Mount Vernon	903,343
Sedro-Woolley	326,155
Subtotal	**3,680,377**
Unincorporated UGA	
Anacortes UGA	39,033
Burlington UGA	3,960
Concrete UGA	0
Hamilton UGA	0
La Conner UGA	0
Lyman UGA	0
Mount Vernon UGA	140,234
Sedro-Woolley UGA	136,110
Bayview UGA	738,932
Swinomish UGA	0
Subtotal	**1,058,269**
Unincorporated Rural	
Subtotal	**398,778**
TOTAL COUNTY	**5,137,424**
Sub-Total Urban	**4,738,646**
Sub-Total Rural	**398,778**

Note: Total for Unincorporated Rural Lands excludes public purpose facilities and utilities
Sources: Cities, Skagit County, Earth Tech, Inc.

Some observations can be made:

- The permit data used to develop this report did not show the land absorption involved in these projects.
- 70% of the permitted development was inside the cities of Anacortes (11%), Burlington (39%), and Mount Vernon (19%). Most of the permitted development in the non-city UGA was in Bayview.

A gross building "footprint" factor common to much commercial and industrial development is 30-35%. That is, 65-70% of the total site area is devoted to parking, stormwater management facilities, landscaping, etc. If that factor were applied to the reported 1995-2001 building permit data, then something like 340-400 acres of land would have been absorbed. That's about 70-80 acres per year.

Other Information

The Swinomish Tribe has provided information describing current employment and land supply. There are 6 enterprises occupying tribal land (including the casino and tribal government). Together these enterprises employ 460 full-time equivalents and occupy 124 acres of land for an employee density of 3.7. The Tribe has an additional 421 acres of commercial land available for development.

The April, 2003 Draft Bayview Ridge Subarea Plan and DEIS indicates the County's current thinking regarding the nature of the land supply for commercial and industrial uses within that area. There are 779 "developable" acres of industrial-zoned land now. This is after critical areas have been accounted for, but not land necessary for roads and utilities. All of the alternatives would retain this amount of industrial land, due to the current adopted CPP. The DEIS estimates that employment within the subarea will increase from 1,456 in 1998 to 3,301 in 2015 and 4,305 in 2025. New jobs in that 27 year period would total 2,850.

State Forecast

The State of Washington recently released new county-level employment forecasts for the period 2000-2010. For Skagit County, it estimates that 5,800 new jobs will be created. The following table shows the distribution of those new jobs by industry:

INDUSTRY	NEW JOBS 2000 – 2010	LAND AREA (A)*
Manufacturing	**470**	**72**
Construction & Mining	**250**	**38**
Transportation, Communications & Utilities	**160**	**8**
Wholesale & Retail Trade	**1,160**	**58**
Finance, Insurance & Real Estate	**210**	**11**
Services	**2,270**	**114**
Government	**1,320**	**66**
TOTAL	**5,840**	**367**

*Using job/acre factors of 6.5 for the first two industries and 20 for the remaining, the forecasted new jobs would require 367 acres of land. Assuming these are net acres, then the forecast would mean absorption of 37 acres per year.

To compare the Skagit County 5 year data with this interpretation of the state's 10 year forecast, we get a range of 37-80 acres absorbed per year. Even at the high end of the range, the supply of commercial/industrial acreage currently allocated by CPP 1.1 through 2015 would appear to be sufficient in round numbers for the next 20+ years.

Skagit County Jurisdictions
ESTIMATED 2002 COMMERCIAL/INDUSTRIAL LAND SUPPLY
(Acres)
6/12/2003

JURISDICTION (Cities & UGAs)	2002 LAND SUPPLY		TOTAL SUPPLY (2002)	2015 POLICY (1994)
	Commercial	Industrial		
Anacortes	0	420	420	558
Burlington	41	148	189	242
Concrete	0	0	0	28
Hamilton	26		26	60
La Conner	0.1	1.6	1.7	2
Lyman	0	0	0	0
Mount Vernon	219		219	869
Sedro Woolley	28	81	109	243
Subtotal Cities and UGAs			965	2,002
Swinomish	420		420	0
Bay View Ridge	630		630	750
Subtotal County UGAs			1,050	2,752
Subtotal Urban			2,015	2,752
Rural	210		210	584
TOTAL			2,225	3,336

Berryman Henigar

MEMORANDUM

Date: 4/22/03

To: File 30176.01

From: Roger Wagoner

Re: EMPLOYMENT FORECASTS

The state forecasts growth of 5,840 nonagricultural jobs in Skagit County between 2000 and 2010 within the following industry categories:

INDUSTRY	NEW JOBS 2000 – 2010	LAND AREA (A)*
Manufacturing	470	72
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*Using job/acre factors of 6.5 for the first two industries and 20 for the remaining, the forecasted new jobs would require 367 acres of land. Using a market factor of 25%, the total land requirement would be 459 acres.

SKAGIT COUNTY GROWTH MANAGEMENT
EMPLOYMENT ALLOCATION

Introduction

In response to the Skagit County Growth Management Act Steering Committee (GMASC), the Technical Committee has prepared recommended draft population allocations for the Year 2025. This paper describes the assumptions and methods used to prepare related allocations for employment growth in Skagit County jurisdictions.

Employment allocation under the GMA, like population allocation, involves "top-down" policy and "bottoms-up" assessment of the carrying capacity of the landscape in terms of zoning, parcel configuration, critical areas, infrastructure, and the market. It is not, however, bound by control totals provided by the state Office of Financial Management. Since the GMA does not (yet) require local plans to have economic development elements, the primary purpose for jobs analysis is to assist in estimating land needs for growth of commercial and industrial business.

This requires both professional judgment and technical analysis within the context of current adopted policy and anticipated future behavior. Skagit Countywide Planning Policy #1.1 establishes commercial/industrial land allocations in acres for the year 2015. This totals 3,336 acres county-wide, resulting from considerable analysis performed over the past 5-6 years. That total land demand "target" includes 584 "non-urban" acres. The remaining urban land demand of 2,752 acres is allocated to the city and county UGAs. The following builds on that work to extend the planning horizon out to 2025. The allocation is intended to be a guideline for the County and cities to use in maintaining their respective comprehensive plans and coordination of economic development activities through the Skagit Council of Governments and the Economic Development Association of Skagit County. It is not intended that land suitable for development must <u>currently</u> be available in every jurisdiction to meet the targets established by the adopted allocation.

INTERIM REVIEW DRAFT FOR DISCUSSION PURPOSES ONLY

Jobs-Housing Balance

The previous work was based on analysis of zoned capacity of buildable land prepared by the County in consultation with each city and the Skagit Council of Government (SCOG) Overall Economic Development Plan. This paper uses that information, as updated, but also proposes an alternate method for estimating future job growth.

Current policy does not specifically address achieving a balance of growth in the creation of new jobs with the creation of new households. This concept is important to consider because it helps to reduce commuting and promotes equity in tax revenue opportunities. The following analysis has been prepared to show how such an approach would result in the allocation of new employment growth.

Table 1 displays the relationships between jobs and housing in 1990 and 2000 and then applies the ratios of jobs per household to the OFM population totals and the recommended population target developed during the population allocation process. The table shows the range of jobs that would result from applying the 1990 and 2000 jobs/housing ratios to the estimated 2025 households resulting from the OFM forecasts and the Skagit County population target.

Table 1
JOBS/HOUSING BALANCE ANALYSIS
Skagit County

1990 Jobs/Housing Balance	1.42 jobs per household (30,573 Households)
2000 Jobs/Housing Balance	1.7 jobs per household (34,973 Households)
2000 Population In Households	98%
2000 Average Household Size	2.6
OFM 2025 Low Population	52,490 Households = 74,535 - 89,230 Jobs
OFM 2025 Medium Population	62,115 Households = 88,200 - 105,595 Jobs
OFM 2025 High Population	75,005 Households = 106,505 - 127,505 Jobs
Skagit County 2025 Target Population	56,310 Households = 79,960 – 95,725 Jobs

INTERNAL REVIEW DRAFT FOR DISCUSSION PURPOSES ONLY

The result of this analysis indicates new job growth between 2000 and 2025 would be in the range of 20,640 to 36,405, with the mid-point at 28,520. Table 2 demonstrates how this methodology could be used to distribute employment at the jurisdictional level based on the recommended population targets.

Table 2
THEORETICAL DISTRIBUTION OF NEW JOBS
(Jobs/Housing Balance)
2000 – 2025

JURISDICTION (Cities & UGA)	POPULATION GROWTH	HOUSEHOLD GROWTH (2.6 per HH)	JOBS @ 1.42 (per HH)	JOBS @ 1.7 (per HH)	% TOTAL
Anacortes	3,620	1,390	1,975	2,368	8
Burlington	3,180	1,225	1,740	2,080	7
Concrete	390	150	215	255	1
Hamilton	140	55	75	90	0.3
La Conner	190	75	105	125	0.4
Lyman	140	55	75	90	1
Mount Vernon	19,000	7,305	10,375	12,420	42
Sedro-Woolley	4,505	1,730	2,455	2,940	10
Subtotal Cities & UGAs	31,165	11,985	17,020	20,365	69
County UGAs	4,885	1,880	2,670	3,195	11
TOTAL URBAN	36,050	13,865	19,690	23,560	80
RURAL	9,220	3,545	5,035	6,025	20
TOTAL COUNTY	45,210	17,410	24,720	29,585	100

INTERNAL REVIEW DRAFT FOR DISCUSSION PURPOSES ONLY

The mid-point between these to projections is 27,150 jobs. The difference between the results of this table and results of Table 1 is in how the population in households per jurisdiction here and the county-wide percentage used in Table 1 affects the number of jobs. The next step is to see how this compares with trends and other recent employment forecasts.

Trends

Skagit County has seen employment increase by more then 30% between 1990 and 2000 from 36,571 to 43,759 covered jobs. The annual change ranged between -4.5% and +9%. Growth in total jobs over the same period was over 37%. The county's job growth over the past 30 years ranks 8th statewide. There was just under 6/10ths of a job per resident in 2000. The overall annual unemployment rate has varied between 7.1% and 11.2%. It is important to note that jobs are counted 2 ways. "Covered" jobs are full-time jobs covered by state employment security. Total jobs include part-time and self-employment positions. Table 3

shows total jobs in 1990 and 2000 and the relative changes by type of employment.

INTERNAL REVIEW DRAFT FOR DISCUSSION PURPOSES ONLY

Table 3
EMPLOYMENT TRENDS 1990 - 2000
Skagit County

CATEGORY	1990	2000	GROWTH	PERCENT CHANGE	AVERAGE ANNUAL PERCENT CHANGE
Total Employment (Full & Part-time)	43,197	59,319	16,122	37.3	3.22
Farm	2,692	2,876	184	6.8	0.66
Nonfarm	40,505	56,443	15,938	39.3	3.37
Private	34,060	47,610	13,550	39.8	3.41
Ag.Serv. Forest, Fish & Other	1,533	2,168	635	41.4	3.53
Mining	70	100	30	42.9	3.63
Construction	3,301	4,674	1,373	41.6	3.54
Manufacturing	4,941	6,387	1,446	29.3	2.60
Transportation & Public Utilities	1,782	2,219	437	24.5	2.22
Wholesale Trade	1,337	1,745	408	30.5	2.70
Retail Trade	8,798	11,722	2,924	33.2	2.01
Finance, Insurance & Real Estate	2,668	3,664	996	37.3	3.22
Services	9,630	14,931	5,301	55.0	4.48
Government	6,445	8,833	2,388	37.1	3.20
Federal, Civilian	444	466	22	5.0	0.48
Military	440	380	-60	-13.6	-1.46
State & Local	5,561	7,987	2,426	43.6	3.69
State	1,264	1,394	130	10.3	0.98
Local	4,297	6,593	2,296	53.4	4.37

Source: U.S. Department of Commerce, Bureau of Economic Analysis

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Forecasts and Analyses

A series of employment analyses have been prepared for the County and the Council of Governments in recent years. These use different methods and assumptions. Sources include:

- *1998 Skagit County Employment Report by Detailed Geography, (SCOG) BST Associates, May 24, 2000.*
- *Skagit County Overall Economic Development Plan, (SCOG) E.D. Hovee & Co., February, 2000 and updated May 4, 2001*
- *Skagit County Urban Growth Area Analysis, (County) E.D. Hovee & Co., July, 1996 and updated March, 1997*

The first analysis (BST), documented 1998 employment by industry and geography. Jobs were defined in terms of full-time equivalents. Analysis of employment in the UGAs was based on the transportation analysis zones (TAZs). Table 4 summarizes the conclusions of this study. The percentage distribution of 1998 jobs shown in the last column can be compared to the similar column in Table 2 which shows the percentage of new jobs by jurisdiction at 2025 if the jobs/housing balance method of forecasting were adopted.

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Table 4
1998 EMPLOYMENT DISTRIBUTION
Skagit County

JURISDICTION	JURISDICTION FTEs	URBAN GROWTH AREA FTEs	TOTAL FTEs	% OF TOTAL
Anacortes	4,303	1,235	5,538	14.7
Burlington	5,304	203	5,507	14.6
Concrete	293		293	0.8
Hamilton	120		120	0.3
La Conner	1,291		1,095	2.9
Lyman	66		66	0.2
Mount Vernon	13,206	1,460	14,666	38.9
Sedro Woolley	3,553	736	4,289	11.4
Total Cities & UGAs	28,136	3,634	31,574	83.8
County UGA			1,074	2.8
TOTAL URBAN			32,648	86.7
Rural			5,022	13.3
TOTAL			37,670	100

Source: BST
Associates May 2000

The most recent employment forecast was prepared in 2001 by E.D. Hovee & Company (EDH) for the SCOG (May 4, 2001 Project Memorandum). Two

methods were used. In this analysis, EDH forecasts a range of between 37,700 and 39,300 total new jobs between 1997 and 2025. Interpolating this growth to the 2000-2025 period would result in approximately 29,910 to 35,800 new jobs. It should be noted that EDH's estimate of 1997 does not include farm jobs and uses a ratio to compute "self-employment" jobs. This results in 43,516 "total jobs" compared the U.S. Department of Commerce, Bureau of Economic Analysis number of 50,483 "total full-time and part-time" jobs, excluding farm jobs, in 1997.

The EDH estimate of job growth out to 2025 would result in an aggregate of 81,210 to 82,800 total jobs. This compares favorably with the jobs/housing balance method forecast of 79,960 to 95,725 jobs (including farm jobs) since the final total of jobs in 2025 will depend on a wide range of variables including land capacity, access, market forces, and Skagit County's competitiveness.

The EDH analysis also breaks the growth forecast into land use types (not including farms) as follows:

Table 5
JOB GROWTH PROJECTIONS
BY LAND USE & FORECAST ALTERNATIVE
(1997–2025)

INTERNAL REVIEW DRAFT FOR DISCUSSION PURPOSES ONLY

Land Use Type	Methodology Pop-Driven	Shift-Share	% of Total
Commercial (C)	13,595	14,189	36.1
Industrial (I)	8,373	8,739	22.2
Natural Resource (NR)	1,981	2,082	5.3
Agriculture (AG)	275	341	0.7/0.9
Public/Institutional (P)	9,276	9,732	24.6/24.8
Covered Employment	33,500	35,083	88.9/89.3
Self-Employment (SE)	4,200	4,200	11.1/10.7
Total Employment	37,700	39,283	100

Source: E.D. Hovee & Company, May 2001.

The mid-point between these two projections is 38,490 jobs.

Land Demand

Using the following employment density factors, EDH estimated land demand for commercial and industrial job growth that resulted in the adopted countywide planning policy allocations of 3,336 acres for the year 2015. Those density factors are:

- Commercial Land 20 Employees/Acre
- Industrial Land 6.5 Employees/Acre
- Natural Resource Land 2.5 Employees/Acre

Land demand for rural uses such as agriculture, and public and institutional uses, and self-employment was not calculated. (Skagit County uses the following density factors for rural uses: commercial – 6; industrial – 3; natural resources – 1.5; and rural industrial/natural resource – 2.5. The Port of Skagit uses a density factor of 11.1 for its property.) A 25% market factor was applied to account for land that is expected to be unavailable for development and use.

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Using the urban densities and the market factor, the percentage distribution of jobs forecasted in the commercial, industrial, and natural resource sectors, and the range of job forecasts, we have compared the resulting land demands below:

Table 6
2025 COMMERCIAL/INDUSTRIAL
LAND DEMAND COMPARISON

TYPE	DENSITY	% TOTAL JOBS	EDH FORECAST* Net + Market Factor Acres	BALANCE FORECAST** Net + Market Factor Acres
Commercial	20	36.1	595 + 150	515 + 130
Industrial	6.5	22.2	1,120 + 280	975 + 245
Natural Resource	2.5	5.3	695 + 175	605 + 150
TOTAL			2,410 +605	2,095 + 525

* Average of shift-share and population-driven methods + 25% market factor
** Average of 1990 and 2000 jobs/housing ratios + 25% market factor

Thus, the range of land demand based on this analyis is 2,620 to 3,015 acres

Land Supply

Skagit County and the cities have estimated the amount of developable commercial and industrial land currently within the cities and the UGAs as shown in Table 7. This is compared to the estimated demand created by the jobs forecast shown above. Some of the land supply estimates (Hamilton, Bay View Ridge, and Rural) do not distinguish between commercial and industrial land, and there is no estimate of land specifically designated for natural resource uses in any of the estimates.

The objective of this analysis is not to suggest that the full 2025 demand be reserved today. Rather, it is a tool to be used in comprehensive planning and monitoring development activity in the next 23 years to ensure that land with appropriate characteristics, infrastructure, and location is available for on-going economic development.

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Table 7
COMMERCIAL/INDUSTRIAL LAND SUPPLY-DEMAND
(Acres)

JURISDICTION (Cities & UGAs)	2002 LAND SUPPLY		TOTAL SUPPLY (2002)	2015 POLICY (1994)*	2025 DEMAND FORECAST**
	Commercial	Industrial			
Anacortes	0	420	420	558	210-240
Burlington	41	148	189	242	185-210
Concrete	0	0	0	28	25-30
Hamilton		26	26	60	10
La Conner	0.1	1.6	1.7	2	10
Lyman	0	0	0	0	25-30
Mount Vernon	350	237	587	869	1,100-1,270
Sedro Woolley	28	81	109	243	260-300
Subtotal Cities and UGAs			1,224	2,002	1,825-2,100
Swinomish	***		***	0	***
Bay View Ridge	373		373	750	290-330
Subtotal County UGAs			373	2,752	290-330
Subtotal Urban			1,597	2,752	2,115-2,430
Rural	210		210	584	525-605
TOTAL			1,807	3,336	2,640-3,035

* With 25% market factor
**Proportional distribution based on Table 2
***Swinomish Reservation contains land designated for industrial and commercial uses

This table enables some preliminary conclusions:

- County-wide, more land area will be needed to support economic development in the future, although there is a considerable supply of land that can accommodate growth for a number of years.
- Anacortes appears to have no land supply designated for commercial development.
- Concrete and Lyman appear to need to consider means to create land supply for growth, if the jobs/housing balance concept is adopted.
- The relationship of rural/urban land supply and demand may require further policy analysis.

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Preliminary Allocation Alternatives

The following presents 3 alternative approaches to the allocation of the 2025 target commercial/industrial land demand described in the previous analysis. For the purposes of this exercise the following assumptions are used:

- Total county land demand is 3,000 acres.
- Rural demand is 525 acres
- County (non-city-oriented including Swinomish) UGA demand is 400 acres.
- City (& UGAs) aggregate demand is 2,075 acres.

The allocations do not distinguish between commercial and industrial land.

IN-HOUSE REVIEW DRAFT FOR DISCUSSION PURPOSES ONLY

Table 8
2025 COMMERCIAL/INDUSTRIAL LAND
ALLOCATION ALTERNATIVES
(Acres)

JURISDICTION (Cities & UGAs)	2015 ALLOCATION	2025 ALLOCATION		
		SUPPLY-BASED	DEMAND-BASED	CLUSTER
Anacortes	558	625	240	546
Burlington	242	281	210	309
Concrete	28	42	30	20
Hamilton	60	89	9	60
La Conner	2	3	12	3
Lyman	0	0	30	0
Mount Vernon	869	873	1,253	959
Sedro Woolley	243	162	301	178
Subtotal Cities and UGAs	2,002	2,075	2,075	2,075
Subtotal County UGAs	750	400	400	400
Subtotal Urban	2,752	2,475	2,475	2,475
Rural	584	525	525	525
TOTAL	3,336	3,000	3,000	3,000

The "Supply-Based" allocation distributes the 2,075 city + UGA total based on proportionate increases to the 2002 supply figures shown in Table 7. The

allocation for Concrete is based on the 2015 allocation since the city has no current supply.

The "Demand-Based" allocation uses the "Demand Forecast" estimates from Table 7.

The "Cluster" allocation starts with an initial allocation to cities and groups of cities based on geography. In this method, Anacortes and LaConner are considered to stand alone due to their settings, while the Burlington/Mt.Vernon/Sedro-Woolley and Concrete/Hamilton/Lyman clusters are characterized by their locations and relationships to each other. Table 9 shows the initial cluster allocations starting with ranges and the subsequent breakdowns. Then, the cluster allocations were further broken down into the individual city portions in Table 8.

Table 9
CLUSTER ALLOCATIONS
(Acres)

CLUSTER	RANGE	ALLOCATION
Anacortes	500-600	546
La Conner	2-4	3
Burlington/Mt. Vernon/Sedro-Woolley	1,400-1,500	1,446
Concrete/Hamilton/Lyman	80-90	80
TOTAL		2,075

INTERNAL REVIEW DRAFT FOR DISCUSSION PURPOSES ONLY

SKAGIT COUNTY GROWTH MANAGEMENT
EMPLOYMENT ALLOCATION

Introduction

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(Jobs/Housing Balance)
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Nonfarm	40,505	56,443	15,938	39.3	3.37
Private	34,060	47,610	13,550	39.8	3.41
Ag.Serv. Forest, Fish & Other	1,533	2,168	635	41.4	3.53
Mining	70	100	30	42.9	3.63
Construction	3,301	4,674	1,373	41.6	3.54
Manufacturing	4,941	6,387	1,446	29.3	2.60
Transportation & Public Utilities	1,782	2,219	437	24.5	2.22
Wholesale Trade	1,337	1,745	408	30.5	2.70
Retail Trade	8,798	11,722	2,924	33.2	2.01
Finance, Insurance & Real Estate	2,668	3,664	996	37.3	3.22
Services	9,630	14,931	5,301	55.0	4.48
Government	6,445	8,833	2,388	37.1	3.20
Federal, Civilian	444	466	22	5.0	0.48
Military	440	380	-60	-13.6	-1.46
State & Local	5,561	7,987	2,426	43.6	3.69
State	1,264	1,394	130	10.3	0.98
Local	4,297	6,593	2,296	53.4	4.37

Source: U.S. Department of Commerce, Bureau of Economic Analysis

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Forecasts and Analyses

A series of employment analyses have been prepared for the County and the Council of Governments in recent years. These use different methods and assumptions. Sources include:

- *1998 Skagit County Employment Report by Detailed Geography, (SCOG) BST Associates, May 24, 2000.*
- *Skagit County Overall Economic Development Plan, (SCOG) E.D. Hovee & Co., February, 2000 and updated May 4, 2001*
- *Skagit County Urban Growth Area Analysis, (County) E.D. Hovee & Co., July, 1996 and updated March, 1997*

The first analysis (BST), documented 1998 employment by industry and geography. Jobs were defined in terms of full-time equivalents. Analysis of employment in the UGAs was based on the transportation analysis zones (TAZs). Table 4 summarizes the conclusions of this study. The percentage distribution of 1998 jobs shown in the last column can be compared to the similar column in Table 2 which shows the percentage of new jobs by jurisdiction at 2025 if the jobs/housing balance method of forecasting were adopted.

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Table 4
1998 EMPLOYMENT DISTRIBUTION
Skagit County

JURISDICTION	JURISDICTION FTEs	URBAN GROWTH AREA FTEs	TOTAL FTEs	% OF TOTAL
Anacortes	4,303	1,235	5,538	14.7
Burlington	5,304	203	5,507	14.6
Concrete	293		293	0.8
Hamilton	120		120	0.3
La Conner	1,291		1,095	2.9
Lyman	66		66	0.2
Mount Vernon	13,206	1,460	14,666	38.9
Sedro Woolley	3,553	736	4,289	11.4
Total Cities & UGAs	28,136	3,634	31,574	83.8
County UGA			1,074	2.8
TOTAL URBAN			32,648	86.7
Rural			5,022	13.3
TOTAL			37,670	100

Source: BST
Associates May 2000

The most recent employment forecast was prepared in 2001 by E.D. Hovee & Company (EDH) for the SCOG (May 4, 2001 Project Memorandum). Two

methods were used. In this analysis, EDH forecasts a range of between 37,700 and 39,300 total new jobs between 1997 and 2025. Interpolating this growth to the 2000-2025 period would result in approximately 29,910 to 35,800 new jobs. It should be noted that EDH's estimate of 1997 does not include farm jobs and uses a ratio to compute "self-employment" jobs. This results in 43,516 "total jobs" compared the U.S. Department of Commerce, Bureau of Economic Analysis number of 50,483 "total full-time and part-time" jobs, excluding farm jobs, in 1997.

The EDH estimate of job growth out to 2025 would result in an aggregate of 81,210 to 82,800 total jobs. This compares favorably with the jobs/housing balance method forecast of 79,960 to 95,725 jobs (including farm jobs) since the final total of jobs in 2025 will depend on a wide range of variables including land capacity, access, market forces, and Skagit County's competitiveness.

The EDH analysis also breaks the growth forecast into land use types (not including farms) as follows:

Table 5
JOB GROWTH PROJECTIONS
BY LAND USE & FORECAST ALTERNATIVE
(1997–2025)

INTERNAL REVIEW DRAFT FOR DISCUSSION PURPOSES ONLY

Land Use Type	Methodology Pop Driven	Methodology Shift-Share	% of Total
Commercial (C)	13,595	14,189	36.1
Industrial (I)	8,373	8,739	22.2
Natural Resource (NR)	1,981	2,082	5.3
Agriculture (AG)	275	341	0.7/0.9
Public/Institutional (P)	9,276	9,732	24.6/24.8
Covered Employment	33,500	35,083	88.9/89.3
Self-Employment (SE)	4,200	4,200	11.1/10.7
Total Employment	37,700	39,283	100

Source: E.D. Hovee & Company, May 2001.

The mid-point between these two projections is 38,490 jobs.

Land Demand

Using the following employment density factors, EDH estimated land demand for commercial and industrial job growth that resulted in the adopted countywide planning policy allocations of 3,336 acres for the year 2015. Those density factors are:

- Commercial Land 20 Employees/Acre
- Industrial Land 6.5 Employees/Acre
- Natural Resource Land 2.5 Employees/Acre

Land demand for agriculture, public and institutional uses, and self-employment was not calculated. A 25% market factor was applied to account for land that is expected to be unavailable for development and use.

Using these densities and the market factor, the percentage distribution of jobs forecasted in the commercial, industrial, and natural resource sectors, and the range of job forecasts, we have compared the resulting land demands below:

Table 6

INTERNAL REVIEW DRAFT FOR DISCUSSION PURPOSES ONLY

2025 COMMERCIAL/INDUSTRIAL LAND DEMAND COMPARISON

TYPE	DENSITY	% TOTAL JOBS	EDH FORECAST* Net + Market Factor Acres	BALANCE FORECAST** Net + Market Factor Acres
Commercial	20	36.1	595 + 150	515 + 130
Industrial	6.5	22.2	1,120 + 280	975 + 245
Natural Resource	2.5	5.3	695 + 175	605 + 150
TOTAL			2,410 +605	2,095 + 525

* Average of shift-share and population-driven methods + 25% market factor
** Average of 1990 and 2000 jobs/housing ratios + 25% market factor

Thus, the range of land demand based on this analyis is 2,620 to 3,015 acres

Land Supply

Skagit County and the cities have estimated the amount of developable commercial and industrial land currently within the cities and the UGAs as shown in Table 7. This is compared to the estimated demand created by the jobs forecast shown above. Some of the land supply estimates (Hamilton, Bay View Ridge, and Rural) do not distinguish between commercial and industrial land, and there is no estimate of land specifically designated for natural resource uses in any of the estimates.

The objective of this analysis is not to suggest that the full 2025 demand be reserved today. Rather, it is a tool to be used in comprehensive planning and monitoring development activity in the next 23 years to ensure that land with appropriate characteristics, infrastructure, and location is available for on-going economic development.

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Table 7
COMMERCIAL/INDUSTRIAL LAND SUPPLY-DEMAND
(Acres)

JURISDICTION (Cities & UGAs)	2002 LAND SUPPLY		TOTAL SUPPLY (2002)	2015 POLICY (1994)*	2025 DEMAND FORECAST**
	Commercial	Industrial			
Anacortes	0	420	420	558	210-240
Burlington	41	148	189	242	185-210
Concrete	0	0	0	28	25-30
Hamilton		26	26	60	10
La Conner	0.1	1.6	1.7	2	10
Lyman	0	0	0	0	25-30
Mount Vernon	350	237	587	869	1,100-1,270
Sedro Woolley	0	108	108	243	260-300
Subtotal Cities and UGAs			1,332	2,002	1,825-2,100
Swinomish	0	0	0	0	
Bay View Ridge	373		373	750	290-330
Subtotal County UGAs			373	2,752	290-330
Subtotal Urban			1,705	2,752	2,115-2,430
Rural	210		210	584	525-605
TOTAL			1,915	3,336	2,640-3,035

* With 25% market factor
**Proportional distribution based on Table 2

This table enables some preliminary conclusions:

- County-wide, more land area will be needed to support economic development in the future, although there is a considerable supply of land that can accommodate growth for a number of years.

- Anacortes, and Sedro-Woolley appear to have no land designated for commercial development.
- Concrete and Lyman appear to need to consider means to create land supply for growth, if the jobs/housing balance concept is adopted.
- The relationship of rural/urban land supply and demand may require further policy analysis.

INTERNAL REVIEW DRAFT FOR DISCUSSION PURPOSES ONLY

Berryman & Henigar

MEMO

Date: 2/28/03

To: Kirk Johnson

CC:

From: Roger Wagoner

RE: DRAFT EMPLOYMENT PAPER 30176.01

This memo transmits our first iteration of the draft Employment Allocation paper. This paper does not propose an allocation. It is intended to describe the analysis and conclusions that have been generated to date. Review and comment by the SCOG planners will then provide direction for the refinement of the analysis and development of an allocation strategy. Since the paper summarizes, interpolates, and interprets a substantial amount of information, we hope to get comments regarding the utility of the presentation and suggestions for improvement.

As you know, the current adopted allocation was built based on analysis and forecasts of employment and land capacity during 1996-97. In the 5-6 intervening years, the characteristics of the factors used then have changed considerably. In addition, the 2000 census and other federal data sources as well as the county and cities' land use research provide a much better basis for forecasting.

While the paper attempts to link the prior work with the current information baseline, it does raise some questions for your consideration. For example, is allocation of commercial and industrial land the best policy for directing urban growth? Our analysis shows the difficulty in keeping track of all of the variables that affect economic development - such as employee densities, farm vs. agricultural vs. natural resource jobs, full-time vs. part-time vs. self-employment jobs, and net vs. gross land areas. Without a county-wide tracking system, it will be difficult to monitor the performance of this goal.

This also raises a more general policy issue. As all jurisdictions, including the ports, work together to promote economic development in Skagit County, each has a vested interest in marketing its own community or land base to targeted new businesses and ensuring the stability and growth potential of its existing businesses. As such, the CPP allocations, when viewed as "targets" may be interpreted as "minimums" that are intended to be

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achieved. The relationship between actions of simply designating or zoning land for new development and adoption of more directive local policies and strategies that are necessary to actually produce new development and new jobs may not be clear enough this setting. In amending the GMA to require economic development elements, the legislature did not provide related new direction for CPP development.

So, the paper provides a basis for the SCOG to consider these and other issues, and to move ahead with an allocation method which can be as simple as possible to understand, monitor, and change over time.

Finally, the factor of time is an important consideration. As stated in the paper, if the final allocation is in terms of land area, this shouldn't be interpreted as anything more than a goal to be achieved over the next 20 years – not that that amount of land has to be in place now. This provides clear direction for flexibility in planning for urban growth areas, making annexation decisions, planning for infill and redevelopment within existing urban areas and planning for "rural activity centers", "major (rural) industrial areas" or "LAMIRDs".

SKAGIT COUNTY GROWTH MANAGEMENT
EMPLOYMENT ALLOCATION

Introduction

In response to the Skagit County Growth Management Act Steering Committee (GMASC), the Technical Committee has prepared recommended draft population allocations for the Year 2025. This paper describes the assumptions and methods used to prepare related allocations for employment growth in Skagit County jurisdictions.

Employment allocation under the GMA, like population allocation, involves "top-down" policy and "bottoms-up" assessment of the carrying capacity of the landscape in terms of zoning, parcel configuration, critical areas, infrastructure, and the market. It is not, however, bound by control totals provided by the state Office of Financial Management. Since the GMA does not (yet) require local plans to have economic development elements, the primary purpose for jobs analysis is to assist in estimating land needs for growth of commercial and industrial business.

This requires both professional judgment and technical analysis within the context of current adopted policy and anticipated future behavior. Skagit Countywide Planning Policy #1 establishes commercial/industrial land allocations in acres for the year 2015. This totals 3,336 acres county-wide, resulting from considerable analysis performed over the past 5-6 years. That total land demand "target" includes 584 "non-urban" acres. The remaining urban land demand of 2,752 acres is allocated to the city and county UGAs. The following builds on that work to extend the planning horizon out to 2025.

Jobs-Housing Balance

The previous work was based on analysis of zoned capacity of buildable land prepared by the County in consultation with each city and the Skagit Council of Government (SCOG) Overall Economic Development Plan. This paper uses that information, as updated, but also proposes an alternate method for estimating future job growth.

Current policy does not specifically address achieving a balance of growth in the creation of new jobs with the creation of new households. This concept is important to consider because it helps to reduce commuting and promotes equity in tax revenue opportunities. The following analysis has been prepared to show how such an approach would result in the allocation of new employment growth.

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Table 1 displays the relationships between jobs and housing in 1990 and 2000 and then applies the ratios of jobs per household to the OFM population totals and the recommended population target developed during the population allocation process. The next step is to see how this compares with trends and other recent employment forecasts.

Table 1
JOBS/HOUSING BALANCE ANALYSIS
Skagit County

1990 Jobs/Housing Balance	1.42 (30,573 Households)
2000 Jobs/Housing Balance	1.7 (34,973 Households)
2000 Population In Households	98%
2000 Average Household Size	2.6
OFM 2025 Low Population	52,490 Households = 74,535 - 89,230 Jobs
OFM 2025 Medium Population	62,115 Households = 88,200 - 105,595 Jobs
OFM 2025 High Population	75,005 Households = 106,505 - 127,505 Jobs
Skagit County 2025 Target Population	58,460 Households = 83,010 - 99,385 Jobs

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Trends

Skagit County has seen employment increase by more then 30% between 1990 and 2000 from 36,571 to 43,759 covered jobs. The annual change ranged between -4.5% and +9%. Growth in total jobs over the same period was over 37%. The county's job growth over the past 30 years ranks 8th statewide. There was just under 6/10ths of a job per resident in 2000. The overall annual unemployment rate has varied between 7.1% and 11.2%. It is important to note that jobs are counted 2 ways. "Covered" jobs are full-time jobs covered by state employment security. Total jobs include part-time positions. Table 2 shows total employment in 1990 and 2000 by type.

Table 2
EMPLOYMENT TRENDS 1990 - 2000
Skagit County

CATEGORY	1990	2000	GROWTH	PERCENT CHANGE	AVERAGE ANNUAL PERCENT CHANGE
Total Employment (Full & Part-time)	43,197	59,319	16,122	37.3	3.73
Farm	2,692	2,876	184	6.8	0.68
Nonfarm	40,505	56,443	15,938	39.3	3.93
Private	34,060	47,610	13,550	39.8	3.98
Ag.Serv. Forest, Fish & Other	1,533	2,168	635	41.4	4.14
Mining	70	100	30	42.9	4.29
Construction	3,301	4,674	1,373	41.6	4.16
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Retail Trade	8,798	11,722	2,924	33.2	3.32
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Services	9,630	14,931	5,301	55.0	5.50
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Military	440	380	-60	-13.6	-1.36
State & Local	5,561	7,987	2,426	43.6	4.36
State	1,264	1,394	130	10.3	1.03
Local	4,297	6,593	2,296	53.4	5.34

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Forecasts

A series of employment analyses have been prepared for the County and the Council of Governments in recent years. These use different methods and assumptions. Sources include:

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- *Skagit County Urban Growth Area Analysis, (County) E.D. Hovee & Co., July, 1996 and updated March, 1997*

The first analysis (BST), documented 1998 employment by industry and geography. Jobs were defined in terms of full-time equivalents. Analysis of employment in the UGAs was based on the transportation analysis zones (TAZs). Table 3 summarizes the conclusions of this study.

Table 3
1998 EMPLOYMENT DISTRIBUTION
Skagit County

JURISDICTION	JURISDICTION FTEs	URBAN GROWTH AREA FTEs	TOTAL FTEs	% OF TOTAL
Anacortes	4,303	1,235	5,538	14.7
Burlington	5,304	203	5,507	14.6
Concrete	293		293	0.8
Hamilton	120		120	0.3
La Conner	1,291		1,095	2.9
Lyman	66		66	0.2
Mount Vernon	13,206	1,460	14,666	38.9
Sedro Woolley	3,553	736	4,289	11.4
Total Cities & UGAs	28,136	3,634	31,574	83.8
County UGA			1,074	2.8
TOTAL URBAN			32,648	86.7
Rural			5,022	13.3
TOTAL			37,670	100

Source: BST
Associates May 2000

The most recent employment forecast was prepared in 2001 by E.D. Hovee & Company (EDH) for the SCOG (May 4, 2001 Project Memorandum). Two methods were used. In this analysis, EDH forecasts a range of between 37,700 and 39,300 total new jobs between 1997 and 2025. This would result in an aggregate of 81,200 to 87,800 total jobs. This compares favorably with the jobs/housing balance method forecast of 83,010 to 99,385 jobs since the final outcome of jobs in place in 2025 will depend on a wide range of variables

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including land capacity, access, market forces, and Skagit County's competitiveness.

The EDH analysis also breaks the growth forecast into land use types as follows:

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Table 4
JOB GROWTH PROJECTIONS
BY LAND USE & FORECAST ALTERNATIVE
(1997–2025)

Land Use Type	Methodology Pop Driven	Shift-Share	%
Commercial (C)	13,595	14,189	36.1
Industrial (I)	8,373	8,739	22.2
Natural Resource (NR)	1,981	2,082	5.3
Agriculture (AG)	275	341	0.7/0.9
Public/Institutional (P)	9,276	9,732	24.6/24.8
Covered Employment	33,500	35,083	88.9/89.3
Self-Employment (SE)	4,200	4,200	11.1/10.7
Total Employment	37,700	39,283	100

Source: E.D. Hovee & Company, May 2001.

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Land Demand

Using the following employment density factors, EDH estimated land demand for commercial and industrial job growth that resulted in the adopted countywide planning policy allocations of 3,336 acres for the year 2015. Those density factors are:

- Commercial Land 20 Employees/Acre
- Industrial Land 6.5 Employees/Acre
- Natural Resource Land 2.5 Employees/Acre

Land demand for agriculture, public and institutional uses, and self-employment was not calculated.

Using these densities, the percentage distribution of jobs forecasted in the commercial, industrial, and natural resource sectors, and the range of job forecasts, we have compared the resulting land demands below:

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Table 5
2025 COMMERCIAL/INDUSTRIAL
LAND DEMAND COMPARISON

TYPE	DENSITY	% TOTAL JOBS	EDH FORECAST* Acres	BALANCE FORECAST** Acres
Commercial	20	36.1	695	575
Industrial	6.5	22.2	1,315	1,090
Natural Resource	2.5	5.3	815	675
TOTAL			2,825	2,340

* Average of shift-share and population-driven methods
** Average of 1990 and 2000 jobs/housing ratios

Land Supply

Skagit County and the cities have estimated the amount of developable commercial and industrial land currently within the cities and the UGAs as shown in Table 6. This is compared to the estimated demand created by the jobs forecast shown above. The objective of this analysis is not to suggest that the full 2025 demand be reserved today. Rather, it is a tool to be used in comprehensive planning and monitoring development activity in the next 23 years to ensure that land with appropriate characteristics, infrastructure, and location is available for on-going economic development.

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Table 6
COMMERCIAL/INDUSTRIAL LAND
SUPPLY-DEMAND

JURISDICTION (Cities & UGAs)	2002 LAND SUPPLY (Acres)		TOTAL SUPPLY (2002)	2015 POLICY (1994)	2025 DEMAND	EXCESS [SHORTAGE]
	Commercial	Industrial				
Anacortes	29	148	177	558		
Burlington	122	200	322	242		
Concrete	0	0	0	28		
Hamilton	26		26	60	0	
La Conner	0.1	1.6	1.7	2		
Lyman	0	0	0	0		
Mount Vernon	350	237	587	869		
Sedro Woolley	0	108	108	243		
Subtotal Cities and UGAs				2,002		
Swinomish	0	0	0	0		
Bay View Ridge	373		373	750		
Subtotal County UGAs			373	2,752		
Subtotal Urban			1,873.7	2,752		
Rural			?	584		
TOTAL				3,336	2,340 -2825	

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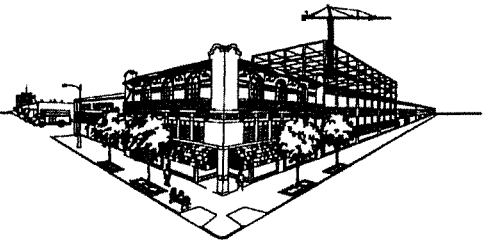
E. D. Hovee
& Company
Economic and Development Services



PROJECT MEMORANDUM

To:	Kelley Moldstad, Skagit County Council of Governments
From:	Eric Hovee & Denise Whitney
Subject:	2003 Updated Skagit County Employment & Land Demand Forecasts
Date:	November 21, 2003

The following memorandum provides an update of the *population driven* employment forecast and land demand model for Skagit County. This update builds upon and is consistent with the prior methodology applied in preparation of the 1995 and 2000 *Overall Economic Development Plans (OEDP)* and subsequent 2001 forecast update.

The adopted Skagit County population projection for the year 2025 is currently 149,080 compared to the previous 2001 forecasts assumption of 167,900. As a result of the lower adopted figure, the 2015 and 2020 population projections have also been adjusted down. In the prior 1995 and 2001 population driven employment forecasts, population projections for the year 2015 were 137,700 residents. In this 2003 forecast a lower population projection – of 128,570 – is applied.

POPULATION DRIVEN EMPLOYMENT FORECAST

This forecast methodology estimates the number of jobs required to support and anticipated population growth over the forecast period. The population forecasts used are based on and include the Skagit County GMA Steering Committee adopted 2025 population forecast. The forecasts for years 2015 and 2020 assume a constant compound annual growth rate between 2000 and 2025.

Other major assumptions of the population based employment model include no net change from 2000 commute patterns, an unemployment rate targeted at a constant year 2000 ratio to statewide unemployment rate projections, and a constant ratio of self-employed workers.

Due to the lower population projections for the years 2015, 2020, and 2025 than used previously, total wage and salary jobs projected have also declined compared to previous estimates. Under the revised population driven employment projection wage and salary jobs in the in the county are forecast to be 65,100 jobs by 2025 – down from 72,300 in the 2001 forecast. When self-employed workers are added back into the employment mix, the employment projection increases to 71,400 by year 2025, reduced from the previously estimated 81,210 jobs.

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Figure 1. 2003 Population Driven Employment Forecast Methodology

Mathematical Computation	Estimated 1980	1990	2000	Forecast 2015	2020	2025	Comments
Countywide Population	64,138	79,545	102,978	128,573	138,448	149,080	Forecast figures reflect adopted Skagit County 2025 forecast and assumes a constant compound annual growth rate (of 1.49%) between 2000 and 2025.
Multiply:							
% Age 16 and Older	76.1%	76.5%	77.1%	78.0%	77.5%	77.6%	Forecast figures reflect percent distribution interpolated from OFM age distribution forecasts (January 2002).
Equals:							
Population Age 16 and Older	48,800	60,800	79,400	100,300	107,300	115,700	
Multiply:							
Labor Force Participation Rate	57.3%	59.9%	61.9%	64.8%	64.2%	64.2%	Forecast figures reflect extrapolation of 1990 and 2000 figures. The 2020 state figure is 66.9%.
Equals:							
Skagit County Labor Force	28,000	36,400	49,100	65,000	68,900	74,300	
Multiply BY One Minus The:							
Skagit County Unemployment Rate	10.9%	5.8%	6.9%	6.9%	6.1%	6.1%	Forecast figures reflect the 2000 relationship of Skagit County to Washington State and applied to Washington State Long Run figures.
Equals:							
Number of Residents Employed	24,900	34,300	45,700	60,500	64,700	69,800	
Less:							
Self Employed	830	3,770	4,120	5,450	5,830	6,290	Forecast figures assume constant 2000 ratio of self employed to employed residents.
Private Household Employment	90	80	220	290	310	340	Forecast figures assume constant 2000 ratio of private household employment to employed residents.
Equals: Total Resident							
Wage & Salary Workers	23,980	30,450	41,360	547,60	58,560	63,170	
Less:							
Out-Commuters	2,600	5,700	9,900	13,100	14,000	15,100	Forecast figures assume constant 2000 ratio of out-commuters to wage and salary workers.
Equals: Total W&S Workers							
Working in Skagit County	21,380	24,750	31,460	41,660	44,560	48,070	
Plus:							
In-Commuters	N/A	4,800	8,900	11,800	12,600	13,600	Forecast figures assume constant 2000 ratio of in-commuters to wage and salary workers.
Multiple Job Holders *	520	1,650	2,240	2,970	3,170	3,420	Forecast figures assume constant 1990 ratio of multiple job holders to wage and salary workers.
Equals:							
Total Wage & Salary Jobs	21,900	31,200	42,600	56,400	60,300	65,100	

Note: 1980 Multiple Job Holders is assumed to consist of persons holding two or more jobs.

Source: E.D. Hovee & Company, September 2003.

The revised population driven employment forecasts are distributed into the ten major employment sectors based on the percent distributions derived from the 2000 *Skagit Overall Economic Development Plan* (OEDP) and subsequently updated again with a 2001 Shift-Share employment analysis.

Figure 2. 2003 Population Driven Employment Forecast by Employment Sector

Employment	Actual Conditions			Forecast Conditions			Average Annual Growth Rate				
Sector	1980	1990	2000	2015	2020	2025	1980-90	1990-00	2000-15	2015-20	2020-25
Agriculture	2,132	2,817	3,622	3,352	3,310	3,305	+2.8%	+2.5%	-0.5%	-0.3%	-0.0%
Mining	17	28	35	33	36	39	+5.1%	+2.3%	-0.4%	+1.6%	+1.6%
Construction	1,373	2,302	3,105	4,512	4,982	5,515	+5.3%	+3.0%	+2.5%	+2.0%	+2.1%
Manufacturing	3,777	4,290	5,757	7,419	7,953	8,588	+1.3%	+3.0%	+1.7%	+1.4%	+1.5%
TCPU	1,044	1,427	1,740	1,927	1,967	2,030	+3.2%	+2.0%	+0.7%	+0.4%	+0.6%
Wholesale Trade	751	1,092	1,496	1,869	1,989	2,150	+3.8%	+3.2%	+1.5%	+1.2%	+1.6%
Retail Trade	4,462	7,129	9,325	13,645	15,072	16,811	+4.8%	+2.7%	+2.6%	+2.0%	+2.2%
FIRE	661	945	1,239	1,317	1,377	1,445	+3.6%	+2.7%	+0.4%	+0.9%	+1.0%
Services	3,218	5,408	9,182	11,771	12,414	13,253	+5.3%	+5.4%	+1.7%	+1.1%	+1.3%
Government	4,536	5,782	8,258	10,555	11,200	11,965	+2.5%	+3.6%	+1.6%	+1.2%	+1.3%
All Sectors	21,971	31,220	43,759	56,400	60,300	65,100	+3.6%	+3.4%	+1.7%	+1.3%	+1.5%
Self-Employment		3,770	4,121	5,450	5,830	6,290		+0.9%	+1.9%	+1.4%	+1.5%
Total Employment	21,971	34,990	47,880	61,850	66,130	71,390	+4.8%	+3.2%	+1.7%	+1.3%	+1.5%

Note: TCPU is abbreviation for Transportation, Communications, and Public Utilities. FIRE denotes, Finance, Insurance, and Real Estate.

Source: E.D. Hovee & Company, September 2003.

Population driven employment forecasts are then distributed into the five major land use categories based on the percent distributions derived from the 2001 shift-share analysis. This leads to consistent results, with commercial, public/institutional, and industrial lands projected to experience the greatest job growth.

Figure 3. 2003 Population Driven Employment Forecast by Major Land Use Category

	Actual	Forecast Conditions			Forecast Added Jobs			
Land Use Type	2000	2015	2020	2025	2000-15	2015-20	2020-25	2000-25
Commercial (C)	15,310	20,948	22,742	24,952	5,638	1,794	2,209	9,642
Industrial (I)	10,159	13,326	14,333	15,540	3,167	1,008	1,207	5,381
Natural Resource (NR)	2,832	3,361	3,544	3,770	529	183	227	938
Agriculture (AG)	2,861	2,648	2,614	2,610	(213)	(33)	(4)	(251)
Public/Institutional (P)	12,597	16,117	17,066	18,227	3,520	949	1,161	5,630
Covered Employment	43,759	56,400	60,300	65,100	12,641	3,900	4,800	21,341
Self-Employment (SE)	4,121	5,450	5,830	6,290	1,329	380	460	2,169
Total Employment	47,880	61,850	66,130	71,390	13,970	4,280	5,260	23,510

Source: E.D. Hovee & Company, September 2003.

LAND DEMAND

With this update, E.D. Hovee & Company has analyzed projected employment growth (by land use) to estimate total land demand for *commercial and industrial lands* over 25 years. These land uses include commercial, industrial, natural resource, and public/institutional (except education).[1]

Educational uses generally occur on lands designated for residential use and, therefore, were not considered as part of this commercial/industrial land demand analysis. Other land uses excluded from the land demand analysis include agriculture and self-employment. Agriculture includes the raising of crops and livestock, practices that generally do not occur on industrial and commercial lands. Self-employment also has been excluded from the analysis because little reliable research is available on the amount of self-employment on urban commercial and industrial lands, as compared with home occupations occurring in residentially-zoned areas.

In 1999, the Skagit County Council of Governments retained BST Associates to geo code 1998 employment by detailed sector. Results were summarized by land use designation to derive allocation ratios between urban (city *plus* UGA) versus rural areas by land use.

According to BST, urban areas account for an estimated 94% of commercial, 87% of industrial, 90% of natural resource, and 92% of public/institutional employment in Skagit County. Rural areas account for remaining employment, with the exception of public/institutional. Within rural areas, public/institutional employment is not calculated as part of the commercial/industrial land demand because these uses typically occur on rural lands without commercial/industrial zoning.[2]

Projected employment growth estimates are allocated to urban versus rural areas using the allocation ratios. Based on these allocation ratios, nearly 19,800 jobs are anticipated to be created within Skagit County urban areas. Rural areas are estimated to capture nearly 1,400 added jobs between 2000 and 2025.

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[1] Natural resource employment is included in this analysis because the majority of such activities closely relate to industrial uses. Public/institutional employment is included because these activities tend be developed on commercial and industrial lands. Based on input received from local jurisdiction planners in 1998/1999, the land typically is rezoned to institutional from a commercial/industrial designation once a public/institutional entity has purchased the land.

[2] Per discussion with Skagit County planning staff.

Figure 4. Urban vs. Rural Employment by Land Use Allocations (2000-2025)

Land Use	Employment Growth 2000-2025	% Allocation Urban	% Allocation Rural	Employment Growth Urban	Employment Growth Rural
Commercial (C)	9,642	94%	6%	9,063	579
Industrial (I)	5,381	87%	13%	4,682	700
Natural Resource (NR)	938	90%	10%	844	94
Public/Institutional (P)	5,630	92%	–	5,180	–
Total Com'l & Ind'l Employment	21,592	–	–	19,769	1,372

Source: E.D. Hovee & Company, based on BST Associates geocoded employment database, consistent with 2000 OEDP update methodology.

Using the employment growth projections, an estimate of land demand for urban and rural areas is derived from land use employment density ratios. Density ratios are a calculation of jobs per net developable acre. This updated analysis applies the same employment density factors as were used with the 2000 OEDP update.

The revised land demand analysis results in an estimated land demand or need for almost 1,940 acres of commercial and industrial land in urban areas and over 410 acres in rural areas. Altogether, Skagit County would need 2,360 acres of commercial and industrial land to support the creation of 21,600 added jobs as projected over the 25 year period. This allocation of industrial and commercial land is important to Skagit County's local economic base to keep pace with anticipated local population and statewide growth.

Figure 5. Commercial/Industrial Land Demand by Land Use (2000-2025)

Land Use	Employment Growth Urban	Employment Growth Rural	Density (jobs/net acre) Urban	Density (jobs/net acre) Rural	Land Demand (net acres) Urban	Land Demand (net acres) Rural	Land Demand (net acres) Total
Commercial (C)	9,063	579	20.0	6.0	453	96	550
Industrial (I)	4,682	–	6.5	–	720	–	720
Natural Resource (NR)	844	–	2.5	–	338	–	338
Rural Industrial/Natural Resource	–	793	–	2.5	–	317	317
Public/Institutional	5,180	–	12.0	–	432	–	432
Total Com'l & Ind'l Land Demand	19,769	1,372	–	–	1,943	414	2,357
Total without Public/Institutional	14,589	1,372	–	–	1,511	414	1,925

Source: E.D. Hovee & Company September 2003, based on 1998 Skagit County Rural Employment Density Database. Density factors are consistent with 2000 OEDP update.

With prior OEDPs (including the 2000 update), a 25% market factor was applied as a basis to assure a competitively priced land inventory and account for properties that may not be marketed for development within the forecast time period. Application of the market factor to this 2003 updated analysis would increase the total industrial/commercial need for urban and rural lands from approximately 2,360 acres to 2,950 acres.

In comparison, the 1995 OEDP projected the need for 2,270 acres including market factor for the 20 year period from 1995 to 2015. It is noted that the 1995 OEDP covered a 20-year time period, while this updated analysis extends for 25 years. Also noted is that the 1995 OEDP did not allocate land

for public/institutional employment growth, while this update does estimate land needs to accommodate this use.

In order to address the differing years in land demand provided by this analysis and the county's previously generated land supply data (from year 1995), a *catch-up table* identifying likely employment and land demand from 1995-2000 has been created using the same methodology.

Figure 6. Catch Up Land Demand by Land Use (1995-2000)

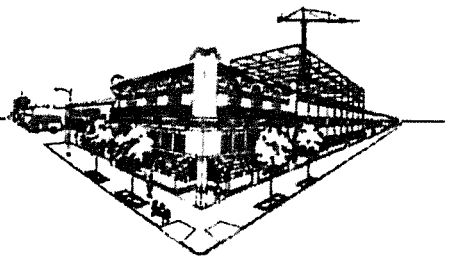
	Employment Growth		Density (jobs/net acre)		Land Demand (net acres)		
Land Use	Urban	Rural	Urban	Rural	Urban	Rural	Total
Commercial	1,217	78	20.0	6.0	61	13	74
Industrial	747	–	6.5	—	115	–	115
Natural Resource	215	–	2.5	—	86	–	86
Rural Industrial/Natural Resource	–	136	–	2.5	–	54	54
Public/Institutional	980	–	12.0	–	82	–	82
Total Com'l & Ind'l Land Demand	3,160	213	–	–	344	67	411
Total without Public/Institutional	2,180	213			262	67	329

Source: E.D. Hovee & Company November 2003, based on 1998 Skagit County Rural Employment Density Database. Density factors are consistent with 2000 OEDP update.

The catch-up land demand estimate indicates land demand or need between 1995 and 2000 for approximately 411 acres of commercial and industrial land without market factor to support the creation of 3,370 added jobs over the 5 year period. Application of the market factor to this estimate would increase the total industrial/commercial need for urban and rural lands from approximately 411 acres to 514 acres.

E. D. Hovee & Company, LLC

Economic and Development Services



MEMORANDUM

To:	Rebecca Bradley, Leonard, Boudinot & Skodje, Inc.
From:	Paul Dennis, AICP
Subject:	Historic Commercial & Industrial Land Allocations
Date:	February 22, 2005

Leonard, Boudinot & Skodje, Inc. hired E.D. Hovee & Company to assist with reviewing the city of Mount Vernon's historic commercial and industrial land allocations. More specifically, to evaluation consistency with past demand estimates developed by E.D. Hovee & Company, including incorporation of market factors, critical areas, and public infrastructure. The following documents were reviewed for this analysis:

- E.D. Hovee & Company, *Skagit County Overall Economic Development Plan*. Skagit County Overall Economic Development Plan Update. 1995.
- E.D. Hovee & Company, *Skagit County Urban Growth Area Analysis: Population, Employment & UGA Land Allocations by Jurisdiction*. Skagit County Administrative Services. July 1996.
- E.D. Hovee & Company, *Mount Vernon Overall Economic Development Plan (OEDP)*. City of Mount Vernon, Mount Vernon Chamber of Commerce, and OEDP Committee. August 1996.
- E.D. Hovee & Company, *Skagit County Urban Growth Area Analysis Update: Population, Employment & UGA Land Allocations by Jurisdiction*. Skagit County Administrative Services. March 1997.
- E.D. Hovee & Company, *Skagit County Overall Economic Development Plan*. Skagit County Overall Economic Development Plan Update. 1998-2000.
- Countywide Planning Policies Committee, *1999 Proposed Amendments to Countywide Planning Policies (CPP)*. Skagit County. October 20, 1999.
- E.D. Hovee & Company, *Mount Vernon Overall Economic Development Plan (OEDP)*. City of Mount Vernon, Mount Vernon Chamber of Commerce, and OEDP Committee. October 1999.
- Skagit County, *Skagit County Countywide Planning Policies*. June 15, 2000.
- E.D. Hovee & Company, *Updated Skagit County Employment Forecasts to Year 2025*. Skagit County Council of Governments. May 4, 2001.

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- E.D. Hovee & Company, *Skagit County Comprehensive Economic Development Strategy (CEDS)*. Skagit County Council of Governments. July 2003.
- E.D. Hovee & Company, *2003 Updated Skagit County Employment & Land Demand Forecasts*. Skagit County Council of Governments. November 21, 2003.
- Berryman & Henigar, Inc. and Michael J. McCormick, *Population & Employment Forecasting & Allocation 2025*. Skagit County. December 2003.
- Rebecca Bradley, city of Mount Vernon, *Summary of Coordinated Commercial/Industrial Allocation Work*. Memorandum. July 15, 2004.

EMPLOYMENT & LAND DEMAND FORECASTS

The commercial and industrial land demand projections are derived from employment forecasts. Forecasts were prepared for the 1995 Skagit County Overall Economic Development Plan Update (OEDP), Mount Vernon 1996 OEDP, Skagit County OEDP (1998-2000), Mount Vernon 1999 OEDP, Updated Skagit County Employment Forecasts to Year 2025 (completed 2001), and 2003 Updated Skagit County Employment & Land Demand Forecasts.

Countywide Employment Forecasts

1995 Skagit OEDP. The original 1995 forecast provided two alternative employment forecasts: a) ***Population-Driven*** – estimates the number of jobs needed to support projected residential growth; and b) ***Employment-Driven*** – estimates job growth based upon Skagit County's historic changing share of statewide job growth by major employment sector (i.e. manufacturing, retail, services, etc.). The population-driven methodology projected a growth of 26,500+ jobs between 1995 and 2015. Sixty-two percent (or 16,335) of these jobs are forecasts to occur on commercial and industrial lands. Job growth on commercial and industrial lands is projected to occur at an average rate of 817 jobs per year.

The employment-driven alternative forecasted a growth of 27,600+ over the same 20-year planning horizon. Annual job growth on commercial and industrial lands is forecasted at an average rate of 853 jobs, or 17,058 for the entire 20-year planning horizon. These 1995 forecasts were later used in examining the 1996 and 1997 commercial and industrial land allocations for each of the proposed Skagit County UGAs.

1998-2000 Skagit OEDP. The population-driven employment forecast was updated (also commonly referred to as the *1999 employment forecast*) during the 1998-2000 Skagit County OEDP Update process. The 1999 forecast estimated a need for almost 28,000 jobs between 1995 and 2015. Based upon an employment geo-coding analysis conducted by BST Associates in 1998, 84% (or 23,511) of job growth was predicted to occur on commercial and industrial lands. This equates to an annual average growth of 840 jobs on commercial and industrial lands, growth similar to the 1995 forecast. This forecast was used to set the final commercial/industrial land allocations in the 2000 Countywide Planning Policies (CPP 1.1).

2001 SCCOG Employment Forecast. In 2001, the Skagit County Council of Governments hired E.D. Hovee & Company to update the countywide employment forecast for their *long-range* transportation planning. Both the population- and employment-driven forecasts were updated. The population-driven methodology projected a growth of 37,700 jobs between 1997 and 2025. The employment-driven methodology forecasted job growth of 39,283 over the same 28-year planning horizon. Neither forecast allocated job growth specifically to commercial or industrial lands.

2003 SCCOG Employment & Land Forecast. The Skagit County Council of Governments retained E.D. Hovee & Company to assist with the Countywide Comprehensive Plan update; more specifically, to update the *long-term* countywide employment and land demand forecast. The 2003 forecast only updated the population-driven methodology. The resulting forecast estimates a need for 23,500+ jobs between 2000 and 2025. Approximately 90% (or 21,142) of job growth is expected to occur on commercial and industrial lands. The average annual job growth on commercial and industrial lands is 846, comparable to the 1995 and 1999 forecasts.

Figure 1. Comparative Countywide Commercial & Industrial Job Forecasts

Forecast Document	Forecast Period	Pop Driven	Emp Driven	Allocated to Com'l & Ind'l Land	Jobs on C & I Land Pop	Jobs on C & I Land Emp
1995 Skagit OEDP:	1995-2015					
Commercial (C)		9,703	10,108	100%	9,703	10,108
Industrial (I)		5,369	5,615	100%	5,369	5,615
Natural Resource (NR)		1,263	1,335	100%	1,263	1,335
Public/Institutional (P)		7,438	7,779	0%	0	0
Agriculture (AG)		-73	-25	0%	0	0
Self-Employment (SE)		2,824	2,824	0%	0	0
Total Employment		26,524	27,636	62%	16,335	17,058
1998-2000 Skagit OEDP:	1995-2015					
Commercial (C)		10,145	–	100%	10,145	–
Industrial (I)		6,270	–	100%	6,270	–
Natural Resource (NR)		1,171	–	99%	1,158	–
Public/Institutional (P)		7,069	–	84%	5,938	–
Agriculture (AG)		309	–	0%	0	–
Self-Employment (SE)		3,030	–	0%	0	–
Total Employment		27,994	–	84%	23,511	–
2001 SCCOG Forecast:	1997-2025					
Commercial (C)		13,595	14,189	–	–	–
Industrial (I)		8,373	8,739	–	–	–
Natural Resource (NR)		1,981	2,082	–	–	–
Public/Institutional (P)		9,276	9,732	–	–	–
Agriculture (AG)		275	341	–	–	–
Self-Employment (SE)		4,200	4,200	–	–	–
Total Employment		37,700	39,283	–	–	–
2003 SCCOG Forecasts:	2000-2025					
Commercial (C)		9,642	–	100%	9,642	–
Industrial (I)		5,381	–	100%	5,382	–
Natural Resource (NR)		938	–	100%	938	–
Public/Institutional (P)		5,630	–	92%	5,180	–
Agriculture (AG)		-251	–	0%	0	–
Self-Employment (SE)		2,169	–	0%	0	–
Total Employment		23,509	–	90%	21,142	–

Source: E.D. Hovee & Company.

Urban vs. Rural Jobs

As identified earlier, the Skagit County Council of Governments retained BST Associates to geo-code 1998 employment by detailed sector. Results were summarized by city, urban growth area (UGA), and rural area. These results were further summarized by land use designation to derive allocation ratios between urban (city plus UGA) versus rural areas by land use. The BST results

were utilized by E.D. Hovee & Company to allocate their 1999 and 2003 employment forecasts to urban (i.e. city and UGAs) versus rural areas. *Note:* In 1995, similar data was not available; therefore, no distinction between urban and rural was made with the 1995 employment forecast. Urban and rural allocations were not made with the 2001 forecast, as the Skagit County Council of Governments decided to use their own modeling to allocate the countywide job growth by Transportation Analysis Zone (TAZ).

The *1999 forecast* allocated nearly 21,500 commercial and industrial jobs to urban areas, with the remaining 1,540 jobs allocated to rural areas. The 2003 forecast allocated 19,770 commercial and industrial jobs for urban areas and 1,370 to rural.

Figure 2. Commercial & Industrial Employment Allocations by Urban vs. Rural

Land Use	Forecast Period	C/L Land Employment Growth	% Allocated Urban	% Allocated Rural	C/L Land Job Growth Urban	C/L Land Job Growth Rural
1999 Forecast:	1995-2015					
Commercial (C)		10,145	94%	6%	9,536	609
Industrial (I)		6,270	87%	13%	5,455	815
Natural Resource (NR)		1,158	90%	10%	1,042	116
Public/Institutional (P)		5,938	92%	–	5,463	–
Job Growth on C/I Land		23,511	91%	9%	21,496	1,540
2003 Forecast:	2000-2025					
Commercial (C)		9,642	94%	6%	9,063	579
Industrial (I)		5,382	87%	13%	4,682	700
Natural Resource (NR)		938	90%	10%	844	94
Public/Institutional (P)[1]		5,180	100%	–	5,180	–
Job Growth on C/I Land		21,142	94%	6%	19,769	1,373

Note: 1) The 2003 analysis did not separately allocate employment growth to commercial and industrial lands prior to the urban vs. rural allocations. To be consistent with prior forecasts, the 2003 urban allocation ratio of 92% for Public/Institutional employment growth was used to allocate to commercial and industrial lands and then the urban allocation is held to 100%. This modification produces the same end results as documented in the 2003 analysis.

Source: E.D. Hovee & Company.

Commercial & Industrial Land Demand Forecasts

Using the employment growth projections, an estimate of land demand is derived from land use density ratios. Density ratios are a calculation of jobs per *net developable* acre (or i.e. exclusive of areas set aside for market factors, critical areas, public infrastructure, etc.). *Urban* density ratios were derived by reviewing past development within City of Anacortes, Port of Anacortes, Port of Skagit County, City of Mount Vernon, and City of Burlington in Skagit County, as well as inventorying 109 major end-user industrial investments in Washington and Oregon.[1]

As part of this revised land use analysis, a review of past *rural* developments was conducted, resulting in density estimates perceived to be well below acceptable development standards for future commercial development.[2] After discussion with Skagit County jurisdictions, somewhat

higher density estimates were used in the land demand analysis to reflect future development standards. The effect is the reduction of calculated land need below what might be projected with lower densities.[3]

1995 Forecast. Between 1,800 and 1,900 acres of net developable commercial and industrial land (i.e. excluding market factor, critical areas, public infrastructure, etc.) was estimated to fulfill job growth projections between 1995 and 2015.

1999 Forecast. Just under 2,700 net developable acres of commercial and industrial land is needed countywide between 1995 and 2015 to fulfill job growth forecasts. Approximately 2,200 net developable acres are needed within urban areas and just under 500 acres in rural areas.

Figure 3. Commercial & Industrial Land Demand (Net Developable Acres)

	Employment Growth			Density (jobs/net acre)			Land Demand (in acres)		
Land Use	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total
1995 Forecast:									
Commercial (C)	–	–	9,703-10,108	–	–	20.0	–	–	485-505
Industrial (I)	–	–	5,369-5,615	–	–	6.5	–	–	826-864
Natural Resource (NR)	–	–	1,263-1,335	–	–	2.5	–	–	505-534
Public/Institutional (P)	–	–	0-0	–	–	0.0	–	–	0-0
Job Growth on C/I Land	–	–	16,335-17,058	–	–	9.0	–	–	1,816-1,903
1999 Forecast:									
Commercial (C)	9,536	609	10,145	20.0	6.0	17.5	477	102	579
Industrial (I)	5,455	815	6,270	6.5	2.5	5.4	839	326	1,165
Natural Resource (NR)	1,042	116	1,158	2.5	2.5	2.5	417	46	463
Public/Institutional (P)	5,463	–	5,463	12.0	–	12.0	455	–	455
Job Growth on C/I Land	21,496	1,540	23,036	9.8	3.2	8.7	2,188	474	2,662
2003 Forecast:									
Commercial (C)	9,063	579	9,642	20.0	6.0	17.5	453	97	550
Industrial (I)	4,682	700	5,382	6.5	2.5	5.4	720	280	1,000
Natural Resource (NR)	844	94	938	2.5	2.5	2.5	338	38	376
Public/Institutional (P)	5,180	–	5,180	12.0	–	12.0	432	–	432
Job Growth on C/I Land	19,769	1,373	21,142	10.2	3.3	9.0	1,943	415	2,358

Note: No land demand forecast was completed as part of the 2001 employment forecast.

Source: E.D. Hovee & Company.

2003 Forecast. Almost 2,360 of net developable commercial and industrial acres is required to meet the projected job growth between 2000 and 2025. Urban areas will need 1,940 net developable acres and rural areas need 415 acres.

In order to address the differing years in land demand provided by the 2003 analysis and the county's previously generated land supply data (from year 1995), a *catch-up table* identifying likely employment and land demand from 1995-2000 has been created using the same methodology. The catch-up land demand estimate indicates land demand or need between 1995 and 2000 for approximately 411 net developable acres of commercial and industrial land before market factor or other considerations to support the creation of 3,370 added jobs over the 5 year period.

Figure 4. Catch Up Land Demand by Land Use (1995-2000 - 2003 Forecast)

Land Use	Employment Growth		Jobs/Net Acre		Land Demand (net acres)		
	Urban	Rural	Urban	Rural	Urban	Rural	Total
Commercial (C)	1,217	78	20.0	6.0	61	13	74
Industrial (I)	747	–	6.5	–	115	–	115
Natural Resource (NR)	215	–	2.5	–	86	–	86
Rural Industrial/Natural Resource	–	136	–	2.5	–	54	54
Public/Institutional (P)	980	–	12.0	–	82	–	82
Total Com'l & Ind'l Land Demand	3,160	213	–	–	344	67	411

Source: E.D. Hovee & Company (November 2003), based on 1998 Skagit County Rural Employment Density Database. Density factors are consistent with 2000 OEDP update.

Market Factor

Few forecasts of future conditions turn out precisely as predicted. In the case of industrial and commercial land demand, important factors that may vary from forecast conditions include expected total employment, mix of employment by sector, and employment density. Application of a market factor provides a margin of error (or *cushion*) to account for changes that may not be foreseen at present.

Given the uncertainty of future development patterns and the potential for actual conditions to vary from the forecast, a market factor is recommended to ensure that an adequate supply of commercial/industrial land is available for future development. Conservative assumptions have been used to project future commercial/ industrial land demand. If future patterns of development occur in a manner outside the forecast parameters, Skagit County could fall short of its growth management targets for jobs to support population growth. Finally, it is noted that a market factor is important to ensure that commercial and industrial land in Skagit County stays competitive with nearby markets in terms of both supply and price.

With the exception of the 1995 forecast, all of the prior employment and land demand forecasts have applied a market factor directly to the land demand projections. In 1995, the market factor was deducted from the net developable acreage. To draw directly comparable results, this analysis applies the market factors used in each of the previous forecasts directly to the land demand estimates.

With the inclusion of the 20% market factor, the 1995 forecast estimated a total land demand of 2,179-2,284 acres of commercial and industrial land to meet projected job growth between 1995 and 2015. Once again, the 1995 forecast did not directly distinguish between urban and rural areas. Also, these estimates are net of critical areas, public infrastructure, or other factors that may reduce the net developable acreage during development.

The 1999 and 2003 forecasts assumed a slightly higher market factor of 25%, reflecting empirical research conducted with the 1998-2000 Skagit County OEDP. The 1999 forecast estimated a need for 3,328 acres of commercial and industrial land, with the inclusion of the 25% market factor; urban areas were estimated to need 2,735 acres and 593 acres for rural areas. Once again, this acreage demand is before critical areas, public infrastructure, or other factors that may reduce the net developable acreage during development are considered.

The 2003 forecast estimated a need for 2,948 acres (including acreage for market factor) of commercial and industrial land to meet employment growth forecasts between 2000 and 2025. An additional 514 acres are needed to account for assumed demand between 1995 and 2000, for a total demand of 3,462 acres over the entire 1995-2025 planning period. Urban areas need 2,859 acres of commercial and industrial land and rural areas require 603 acres over the same 30-year planning horizon. As previously noted (as well as in the figure below), these acreage estimates are before critical areas, public infrastructure, or other factors that may reduce the net developable acreage during development are considered.

Figure 5. Land Demand with Market Factor (in acres)

Forecast	Forecast Period	Demand w/out Market Factor Urban	Rural	Total	Market Factor	Demand w/ Market Factor Urban	Rural	Total
1995 Forecast	1995-2015	–	–	1,816-1,903	20%	–	–	2,179-2,284
1999 Forecast	1995-2015	2,188	474	2,662	25%	2,735	593	3,328
2003 Forecast:								
Without Catch Up	2000-2025	1,943	415	2,358	25%	2,429	519	2,948
Catch Up Demand	1995-2000	344	67	411	25%	430	84	514
Total Demand	1995-2025	2,287	482	2,769	25%	2,859	603	3,462

Note: Land demand estimates do not include critical areas, public infrastructure, or other factors that may reduce the net developable acreage during development.

Source: E.D. Hovee & Company.

Mount Vernon Employment & Land Forecasts

E.D. Hovee & Company completed an Overall Economic Development Plan (OEDP) for the city of Mount Vernon in 1996 and subsequent update in 1999. Each of these OEDP studies provided employment and land demand forecasts. Both OEDPs utilized the same forecasts, as the 1999 Countywide forecast had not been completed prior to the finalization of the 1999 Mount Vernon OEDP Update.

Employment Forecast. A *population-driven* employment forecast was completed for Mount Vernon Comprehensive Plan in 1995. The 1996 OEDP utilized this same methodology, but revised the forecast estimates to reflect changes in population estimates for Skagit County and the city.[4] Projected growth in employment was based on keeping employment growth proportional to population growth, except for government, which is not expected to increase as quickly in the city.[5]

Mount Vernon's employment base was expected to increase by over 8,500 jobs between 1995-2015, to a job total in the year 2015 of nearly 20,300 – an increase of approximately 72%. This forecast illustrated the number of jobs that needed to be created to support anticipated population growth, to stabilize the rate of out-commuting or unemployment at 1996 levels, and to retain existing labor force participation rates. *Note:* the city of Mount Vernon's 1995 Comprehensive Plan projected employment growth of 8,765 jobs between 1995 and 2015, 3% higher than the OEDP projections.

Figure 6. Mount Vernon Existing & Projected Jobs by Category (1995-2015)

Category	Existing Totals 1995 (City & UGA)	Forecast Totals 2015	Forecast Employment Growth	% Employment Growth
Retail	3,280	6,081	2,801	85%
Manufacturing, Construction, Agriculture	2,097	3,371	1,274	61%
TCPU	644	1,066	422	66%
Office/Services	1,886	3,314	1,428	76%
Health	1,754	3,323	1,569	89%
Total (excluding Government)	9,661	17,155	7,494	78%
Government	2,096	3,112	1,016	48%
Total	11,757	20,267	8,510	72%

Source: E.D. Hovee & Company.

Commercial & Industrial Allocation. The city of Mount Vernon's 1995 Comprehensive Plan allocated 80% of the anticipated job growth to commercial uses and the remaining 20% to industrial. The following table illustrates the breakout between commercial and industrial for the 1996 and 1999 OEDP forecasts as well as the projections in the 1995 Comprehensive Plan.

Figure 7. Mount Vernon Job Growth Allocations (1995-2015)

Forecast Document	Employment Growth	% Allocated		Employment Growth		
		Com'l	Ind'l	Com'l	Ind'l	Total
1996 & 1999 OEDP	8,510	80%	20%	6,808	1,702	8,510
1995 Comprehensive Plan	8,765	80%	20%	6,992	1,773	8,765

Source: E.D. Hovee & Company and city of Mount Vernon.

Commercial & Industrial Land Demand. Neither OEDP document converted the employment growth forecasts into land demand estimates, rather relied upon the analysis conducted in the city's 1995 Comprehensive Plan. However, land demand estimates can be derived for the 1996 and 1999 OEDP job growth forecasts by applying the 1995 Comprehensive Plan density and market factor assumptions. Total need for commercial and industrial land between 1995 and 2015, including market factor, is estimated at 680-703 net developable acres. *Note:* to be consistent with the portrayal of the countywide land demand estimates, the market factor is applied to these land demand estimates as well. Also, these estimates exclude considerations for critical areas, public infrastructure, or other factors that may reduce the net developable acreage during development.

Figure 8. Mount Vernon Commercial & Industrial Land Demand (1995-2015)

Forecast	Employment Growth	Jobs/ Net Acre	Land Demand Before Market Factor	Market Factor	Land Demand w/ Market Factor
1996 & 1999 OEDP:					
Commercial	6,808	20.0	340	20%	408
Industrial	1,702	7.5	227	20%	272
Total	8,510	15.0	567	20%	680
1995 Comprehensive Plan:					
Commercial	6,992	20.0	350	20%	420
Industrial	1,773	7.5	236	20%	283
Total	8,765	15.0	586	20%	703

Source: E.D. Hovee & Company and city of Mount Vernon.

COMMERCIAL & INDUSTRIAL LAND ALLOCATIONS

A variety of commercial and industrial land inventory and allocations have been made since 1995. All allocations include incorporation of a market fact, but exclude considerations for critical areas, public infrastructure, or other factors that may reduce the net developable acreage during development. Therefore, the land inventory/allocations are meant to be consistent with land demand projections.

Countywide Allocations

Inventory and allocation of net developable commercial and industrial land has occurred with the adoption of the 1995 Skagit County Comprehensive Plan, 1996 and 1997 Urban Growth Area analyses in response to remand orders from the Western Washington Growth Management Hearings Board (WWGMHB), 1999 Draft Countywide Planning Policies, 2000 Adopted Countywide Planning Policies, 2003 allocations for the proposed 2005 Comprehensive Plan.

1995-2000 Allocations. The 1995 Countywide Planning Polices (CPP), adopted in conjunction with the 1995 Skagit County Comprehensive Plan, allocated 2,256 net developable acres (including market factor) to all Skagit County UGAs; 1,759 acres were allocated to urban areas and 497 acres to rural areas. An updated inventory using Skagit County Assessor records was conducted as part of the 1995 Skagit County OEDP. This analysis found that urban areas had 1,870 acres of net developable commercial and industrial land and rural areas had 497 acres, for a combined total of 2,367 acres.

In 1996 and 1997, each of the cities and Skagit County assisted E.D. Hovee & Company in analyzing the amount of developable commercial and industrial land in effort to more precisely estimate the amount of available land to meet projected employment growth. The 1996 effort found a substantial reduction of available commercial and industrial lands. The reductions were identified in the Anacortes, Burlington, Mount Vernon, Sedro-Woolley, and Bayview UGAs.

The 1997 study refined the 1996 results by taking a close look at the previous inventories and clarifying the underlying assumptions to be more consistent across each of the UGAs. The refined analysis resulted in an identification of 2,344 acres of net developable commercial and industrial land, 1,847 acres in urban UGAs and 497 in Rural UGAs.

With the projected increase in land demand associated with the 1999 forecast, additional 1,080 acres of net developable commercial and industrial land was added to the designated UGAs with the draft 1999 Countywide Planning Policies, and later adopted in 2000. Urban UGAs received an increase allocation of 243 acres and 837 acres was added to rural areas; total commercial and industrial land allocation is 3,336 net developable acres (including market factor).

2002 Inventory. In 2002, Skagit County and all of the cities estimated their amount of commercial and industrial land currently available. The analysis found that just over 1,900 acres of net developable commercial and industrial land was available countywide to meet land demand projections through 2025, with 1,333 acres in Urban UGAs and 583 in rural UGAs.

2003 Study. In an effort to ensure adequate land supply is available for projected commercial and industrial land demand, three alternative land allocation schemes were proposed in the Berryman & Henigar study. Each allocation schemes provides an alternative means for allocating 3,000 net developable commercial and industrial acres (including market factor, but excluding critical areas, public infrastructure, or other factors that may limit developable acreage). Urban UGAs are allocated 2,100 acres, Bayview and Swinomish are allocated 400 acres, and other rural areas are allocated 500 acres.

- **Supply-Based** – allocation distributes commercial and industrial land based upon proportionate increases to the 2002 supply estimates. The Concrete allocation is based upon the 2000 CPP 1.1 allocation, since the city has no current available supply.
- **Demand-Based** – allocation is based on the relationships identified in the 1996 and 1997 studies, which in part resulted in the 2000 CPP 1.1 allocation.
- **Cluster** – allocation starts with an initial distribution to cities and groups of cities based upon geography. This method leaves Anacortes and La Conner as individual units, while the Burlington/Mount Vernon/Sedro-Woolley and Concrete/Hamilton/Lyman clusters are characterized by their locations and relationships to each other. The initial cluster allocations start with ranges using professional judgment, and then subsequently breakdown the cluster allocations into the individual city portions.

Figure 9. Countywide Commercial & Industrial Land Allocations by UGA

Urban Growth Areas	1995 Adopted CPP 1.1 (1995-2015)	1995 OEDP (1995-2015)	1996 UGA Analysis (1995-2015)	1997 UGA Update (1995-2015)	1999 Draft CPP 1.1 (1995-2015)	2000 Adopted CPP 1.1 (1995-2015)	2002 Inventory (1995-2015)	2003 Berryman & Henigar Study Proposed 2025 Allocations		
								Supply	Demand	Cluster
Urban UGAs:										
Anacortes	525	525	420	502	558	558	420	625	240	546
Burlington	300	322	240	322	242	242	189	281	210	309
Concrete	18	18	14	NA	28	28	0	42	30	20
Hamilton	0	16	16	33	60	60	26	89	34	60
La Conner	2	2	2	2	2	2	2	3	12	3
Lyman	0	0	0	0	0	0	0	25	30	25
Mount Vernon	771	771	617	771	869	869	587	873	1,253	959
Sedro-Woolley	143	216	162	217	243	243	109	162	291	178
Urban UGAs	1,759	1,870	1,471	1,847	2,002	2,002	1,333	2,100	2,100	2,100
Rural UGAs:										
Bayview	497	497	398	497	750	750	373	400	400	400
Big Lake	0	0	0	0	0	0	0	0	0	0
Swinomish	0	0	NA	NA	0	0	NA	Included in Bayview allocation		
Other Rural Areas	0	–	–	–	584	584	210	500	500	500
Rural UGAs	497	497	398	497	1,334	1,334	583	900	900	900
All UGAs	2,256	2,367	1,869	2,344	3,336	3,336	1,916	3,000	3,000	3,000

Source: E.D. Hovee & Company, Skagit County, and Berryman & Henigar in association with Michael McCormick.

Mount Vernon Allocations

The city of Mount Vernon has received two commercial and industrial land allocations, with a series of proposed allocations for the proposed 2005 Skagit County Comprehensive Plan. Each of these allocations include consideration of market factors; however, they are intended to be exclusive of critical areas, public infrastructure, and any other factors that may reduce the net developable acreage.

With the adoption of 1995 Skagit County Comprehensive Plan, Mount Vernon was allocated 771 net developable commercial and industrial acres. Coupled with the 1996/1997 UGA analyses and revised countywide land demand estimates, Mount Vernon's commercial and industrial land allocation was increased by 98 acres to a total of 869 net developable acres.

With the updated 2003 land demand estimates, new commercial and industrial land allocations are being proposed. These lands are intended to service forecasted demands between 2000 and 2025. Mount Vernon would be allocated an additional 4-384 net developable commercial and industrial acres, depending on the allocation scheme selected.

Figure 10. Mount Vernon Commercial & Industrial Land Allocations

			2003 B&H Study		
Allocation	1995	2000	Supply	Demand	Cluster
Land (in acres)	771	869	873	1,253	959
– Net Added Acres		98	4	384	90

Source: E.D. Hovee & Company, Skagit County, and Berryman & Henigar in association with Michael McCormick.

SUMMARY RESULTS

Each of the land allocations to UGAs for commercial and industrial land have been consistent with recognized employment forecasts. In 1995, UGAs were allocated 2,256 acres of net developable commercial and industrial acres (including market factor), which is comparable to an estimated countywide demand of 2,179-2,284 net developable acres. The allocations were increased to 3,336 net developable acres in 2000 to reflect the 1999 land demand estimates of 3,328 net developable acres (including market factor).

The more recent 2003 forecast estimates a need for 2,948 net developable acres (including market factor) to service commercial and industrial market demands between 2000 and 2025. An additional 514 net developable acres are assumed to be needed to service the demand from 1995 to 2000. The 2003 Berryman & Henigar study proposes allocating 3,000 net developable commercial and industrial acres to UGAs and rural areas. While this allocation will meet the forecasted demand between 2000 and 2025, it is unclear whether or not it is intended to account for market demands between 1995 and 2000. If these allocations are to meet demands over the entire 1995-2025 planning horizon, then another 462 acres will need to be designated (accounts for market factor) to meet the project market demand over the same time period.

Mount Vernon was allocated 771 net developable commercial and industrial acres in 1995; this allocation was sufficient to meet land demands estimated in the 1996 and 1999 OEDPs. With the increase in the 1999 countywide land demand forecasts, an additional 98 net developable acres was allocated to Mount Vernon. The current proposed allocation schemes for the 2005 Skagit County Comprehensive Plan, propose to allocate another 4-384 net developable acres. To date, the City has been allocated a total of 869 acres of commercial and industrial acres which is in addition to the 489 acres of already developed commercial and industrial property within the City. In addition, when the 2005 Comprehensive Plan update is adopted by Skagit County, it is anticipated that the City will receive another allocation of 90 acres of commercial and industrial property which will bring the City wide total of commercial and industrial lands to 1,448 acres.

No updated employment (or subsequent land demand) forecasts have been completed for the city; therefore, it is unclear whether or not these additional allocations are sufficient to meet long-term commercial and industrial market demands in Mount Vernon.

It should also be reiterated, that all allocations are intended to compensate for adopted market factors; however, they were exclusive of critical areas, public infrastructure, and any other factors that could reduce the available net developable acreage. Therefore, local jurisdictions should examine their areas designated for commercial and industrial development to ensure that the gross acreage designated for commercial and industrial development will accommodate the forecasted net acreage demand. Furthermore, as Skagit County and the cities adopt new Critical Area Ordinances (CAO), local authorities should examine the effects on net developable acreage and allocate/designated additional lands to offset any reduction in net developable area.

END NOTES

[1] With this updated analysis, densities for urban areas are maintained at ratios consistent with the prior 1995 OEDP analysis.

[2] The employment densities derived from the rural land development analysis based on actual employment/land use data resulted in an estimate of 1.4 employees per acre for commercial. Using this density estimate would have resulted in the need for over 810 acres of rural commercial and industrial land versus the 475 acres indicated in Table 6. However, this density may be unduly low as it reflects employment spread across a land parcel even in situations where employers are using only a portion of a rural site.

[3] Continued patterns of rural development at densities well below urban standards should be expected because of factors including: a) dedication of large portions of site area for septic drain fields not otherwise developable; and b) more land extensive nature of many rural industries including need for outdoor storage.

[4] As noted in the Comprehensive Plan, current levels of employment were obtained from Washington State Employment Security Department. Employment levels were distributed across six employment categories by census tract and traffic analysis zone.

[5] Additional discussion of the employment projection methodology and results is available in the *Mount Vernon Comprehensive Plan, 1995.*

City of MOUNT VERNON

Appendix D

SKAGIT COUNTY: GROWTH PROJECTIONS

COUNTYWIDE PLANNING POLICIES

SKAGIT COUNTY GROWTH PROJECTIONS

Summary of Methods and Results, July 2014

INTRODUCTION AND APPROACH

The Growth Management Act (GMA) requires that counties consult cities and allocate population growth within a range of projections provided by the Washington State Office of Financial Management (OFM). GMA also requires that counties consult with cities and size their Urban Growth Areas (UGAs) based on growth over a 20-year period. Last, GMA requires that comprehensive plans and development regulations provide sufficient land capacity for development to accommodate allocated housing and employment growth. (RCW 36.70A.110 and 115)

The update of the Skagit Council of Government's regional transportation model, and the pending Skagit County and cities comprehensive plan updates due June 30, 2016, present an opportunity to update the countywide population and job targets and allocations. The targets and allocations will inform UGA sizing as well as transportation modeling.

Skagit County and its cities will plan for a 20-year period that for GMA planning purposes will be the growth from a base year of 2015 to a horizon year of 2036.

To begin this process the overall population and employment to be distributed to Skagit County as a whole was analyzed and recommendations from the Growth Management Act Technical Advisory Committee (Planners) were made. Once the overall numbers were set, both population and jobs needed to be allocated to each jurisdiction - which proved to be a more difficult task. The primary reason this task is more difficult is due to a timing issue. On one hand each jurisdiction needs a target to plan for; while at the same time they are updating or creating the information they need to show that they can accommodate that target, whether its population or employment. For example, it is difficult to say that Mount Vernon can accommodate a certain number of new residents between 2015 and 2036 until Mount Vernon's Buildable Lands Analysis is updated. However, having raised this timing issue it is important to point out that there is enough historical information to make very educated guesses with regard to the number of people or jobs that each jurisdiction can accommodate.

To overcome this challenge the Planners decided it would be best to consider initial allocations. Then each jurisdiction will proceed with creating or updating their Buildable Lands Analysis documents. After this data is collected, the allocations would be revisited and changes would be made (if necessary) due to factors such as having adequate land supply to support the number of new homes or jobs from the original allocation.

This two-step process is beneficial in that each jurisdiction is able to proceed with updating their Comprehensive Plans using a preliminary planned target. Yet, conversely, should data become available that shows that the overall target needs to be adjusted that can still be done.

Following is a summary of the process to-date and future steps to be taken:

- **Countywide Target for Both Population and Employment Created:** Completed
- **Urban and Rural Shares:** Allocate countywide growth to urban and rural geographies – Completed
- **UGA Allocations:** Determine initial population and employment allocations for individual UGAs – Planners' recommendation to GMA Steering Committee
- **Jurisdictions Update/Complete Buildable Lands Analysis:** Work in process by Planners
- **Reconcile the Population and Employment Allocations with Each Jurisdiction's Buildable Lands Analysis:** To be done after buildable lands analyses

- **Make Final Population and Employment Allocation Recommendations to the Growth Management Act Steering Committee and Request They Be Adopted:** To be done as final step in process

Since a number of policy decisions will be made following the adoption of the population and employment targets discussed within this report, the Planners made their recommendations based on the following overarching goals:

1. To set policies regarding growth that respects Skagit County's unique character and protects the quality of life that we all enjoy here in Skagit County.
2. To accommodate the urban share of the population within existing UGAs or expansions of existing UGAs. The group was clear about not planning for population growth in non-municipal UGAs (such as Bayview Ridge, other than a few buildable residential lots) or fully contained communities.
3. To recommend a more robust employment target that plans for, and focuses on, economic growth that supports family wage jobs in Skagit County.

MODEL

BERK Consulting has collaborated with the Planners to develop a flexible growth model in Excel. Orange cells have drop down menus to choose scenario or assumptions. Results auto update when the selected alternative is applied. Exhibit 1 shows the Growth Model Dashboard, reflecting the different assumptions considered for countywide targets, urban and rural shares, and UGA allocations. Based on selected assumptions the model displays resulting population and employment targets and allocations. The model allows any population share percentage to be allocated to Bayview, including 0%, reflecting evolving County planning priorities there.

Exhibit 1. Growth Model Dashboard

Selected Alternative

Manual	OFM Medium	Locally preferred target	2.34	80/20 Urban Rural	Corridor Focus Share

Alternative Options

	Pop Target	Emp Target Method	Pop:Emp Ratio	Urban Rural Split	UGA Allocation
Alternative 1	50-Year Trend	Pop:Emp Ratio	2.34	90/10 Urban Rural	Corridor Focus Share
Alternative 2	OFM Medium	ESD Forecast Growth Rate		80/20 Urban Rural	Corridor Focus Share
Alternative 3	Modified OFM Low	Pop:Emp Ratio	2.48	75/25 Urban Rural	Current Share
Alternative 4	OFM Medium	Locally preferred target		80/20 Urban Rural	Current Share
Manual	OFM Medium	Locally preferred target		80/20 Urban Rural	Corridor Focus Share

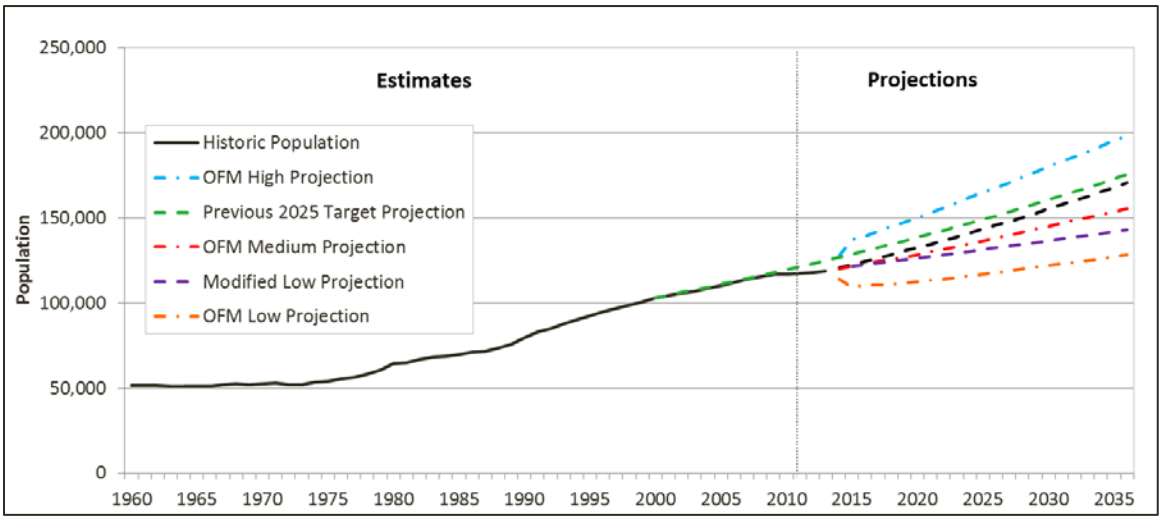
Pop:Emp Ratio, Current Scenario		**BVR Population Assumption**	
Current (2012)	2.36	Share of growth	**0.0%**
Growth ('12-'36)	2.00		
Total	2.27		

Source: BERK Consulting 2014

POPULATION PROJECTIONS AND ALLOCATIONS

Starting with the OFM 2012 projections of population, factors were assessed that might affect which countywide projections to accept for the planning process. Factors that were considered included: components of population change – natural and migration; historical growth rates; adjustments in previous OFM projections; and other unique factors and trends potentially affecting population growth. Historic growth and the 2012-2040 OFM growth projections are shown in Exhibit 2.

Exhibit 2. 1960-2040 Population Growth



Source: Office of Financial Management, historical data and May 2012 projections

Countywide Target: The OFM projections consider natural growth due to births and deaths as well as migration. The OFM Medium projection is considered the most likely. The OFM Medium projection is lower than the previous Skagit County 2025 Target if the latter was carried forward to 2040. The OFM Medium projection was adjusted downward due to the Great Recession.[1] Following a review of trends, the population targets under consideration included:

- **OFM Medium**
- **50-Year Trend:** Start with OFM Medium Forecast 2012. From start year of 2015 apply the observed 50-Year Growth Rate (years 1960-2013) to year 2036.
- **Modified OFM Low:** Start with OFM Medium Forecast 2012. From start year of 2015 apply OFM Low Growth Rate to year 2036.

Urban and Rural Shares: Based on a review of permit trends, growth has tended to occur in UGAs as directed by GMA and local goals. In 2012, Skagit County considered several methods to estimate urban/rural growth trends; results generally show the County and cities achieved a 79% urban and 21% rural growth split over the years 2000-2010, similar to the 2025 Growth Target policy of an 80/20 split.[2] The 80/20 split is one scenario considered. A second model scenario assumed a 90/10 urban and rural split based on Envision 2060 policies, and reflecting uncertainty over water in rural areas outside of public water systems. A third model scenario provides a lower bookend, with a 75% urban, 25% rural share, assuming growth is not as focused in urban areas.

UGA Allocations: Allocations at individual geographies are based on each community's current share of population, except that the percentage share of population to Bayview should be determined based on changing County policy priorities; then any Bayview reallocation can be spread to other UGAs based on their current share.

[1] See OFM summary at http://www.ofm.wa.gov/POP/gma/local_review/skagit.pdf.

[2] Recognizing the planning level analysis and imperfect year 2000 census geographies (improved in 2010), using 2010 Census blocks and tracking permits for more accuracy in the future is recommended; this process could be set up as part of a forthcoming land capacity method.

Planners' Population Recommendations

The Planners have developed population growth and allocation recommendations based on OFM Medium projections allocated to urban and rural areas by an 80/20 split reflecting trends and policy. UGAs would receive a share of population based on their current shares. Bayview population would be reduced to 0.2% to recognize the small number of existing buildable lots (~22-23), and reallocated based on the current shares to remaining UGAs. See Exhibit 3.

Exhibit 3. Planners' Recommended Initial Population Growth and Distribution Allocation

UGA	2012 Population	2012-2015 Population Growth Forecast	2015-2036 Population Growth Forecast	2015-2036 Population Growth Forecast Allocation Percent	2036 Population Growth Forecast Allocation
Anacortes	16,090	308	5,895	16.5%	22,293
Burlington	10,393	71	3,808	10.7%	14,272
Mount Vernon	33,935	1,034	12,434	34.8%	47,403
Sedro-Woolley	12,431	83	4,555	12.7%	17,069
Concrete	873	0	320	0.9%	1,193
Hamilton	310	3	114	0.3%	427
La Conner	898	-1	329	0.9%	1,226
Lyman	441	2	162	0.5%	605
Bayview Ridge	1,812	-1	72	0.2%	1,883
Swinomish	2,489	15	912	2.6%	3,416
Rural (outside UGAs)	38,277	238	7,150	20.0%	45,665
Total	**117,949**	**1,752**	**35,751**	**100.0%**	**155,452**

Notes: The figures apply to cities/towns including their associated UGAs.

Source: BERK Consulting 2014

With the recommended population allocations, the Planners deliberately did not include urban growth allocations for future fully contained communities or non-municipal UGAs such as Bayview Ridge (other than a minor population allocation to Bayview Ridge reflecting existing buildable residential lots). Based on review of historical data and local knowledge, the Planners anticipate that new non-municipal UGAs or fully contained communities should not be necessary to accommodate future population growth within the 20-year planning period.

The Planners also expressed a desire to have policies put in place that recognize the unique quality of life and rural character of Skagit County and that planning efforts for further growth should reflect the desire to protect and preserve that character while promoting a robust economy that compliments the policy to preserve and protect Skagit County's rich agricultural and resource heritage.

EMPLOYMENT PROJECTIONS AND ALLOCATIONS

For employment, the historical relationship between population and employment was considered to calibrate the countywide employment projection. The industry split also considered the following factors: Current industry distributions; recent trends and industry shifts; Washington State Employment Security Department (ESD) mid-term industry projections; and other unique factors and trends identified by the County and cities including an industrial lands analysis that has been underway at the time of this writing.

ESD Industry Projections. A key source of information for the countywide target and sector splits is ESD's industry projections for the Northwest region of the state, including Whatcom, Skagit, San Juan and Island counties. ESD produces 2-year, 5-year and 10-year projections. These projections are based on the following steps:

There are two steps to industry projections. The first step is developing aggregated statewide industry projections using the Global Insight model. The second step produces detailed industry projections. The principal data source for industry projections is a detailed covered employment time series of four-digit NAICS data for all Washington counties, specifically, the U.S. Bureau of Labor Statistics, Quarterly Census of Employment and Wages (QCEW). [3]

The projections used in this process assumed that 5-year growth rates would be applied to the base 2012 Total Employment estimates and carry forward in the 20-year planning period (2015-2036). The growth rates using broad sector categories are shown in Exhibit 4 below. See the Attachment for more detailed projections by industry. A "cross-walk" of the detailed North American Industry Classification System (NAICS) sectors to the summary sectors is also provided in the Attachment.

Exhibit 4. ESD 2013 Industry Projections for Northwest Counties Summarized by Employment Model Categories

Sector	2011	2016	2021	CAGR 2011-2016	CAGR 2016-2021
Resource	600	600	600	0.0%	0.0%
WTCU	17,200	20,200	22,100	3.3%	1.8%
Manufacturing	14,300	15,800	16,600	2.0%	1.0%
Retail	19,700	20,700	20,900	1.0%	0.2%
FIRES	41,800	46,200	48,600	2.0%	1.0%
Edu	1,600	1,800	2,000	2.4%	2.1%
Health	16,400	18,000	19,100	1.9%	1.2%
Gov	32,800	33,400	36,100	0.4%	1.6%
Total	**144,400**	**156,700**	**166,000**	**1.6%**	**1.2%**

Abbreviations: Compound Annual Growth Rate (CAGR), Warehouse Transportation Communications Utilities (WTCU), Finance Insurance Real Estate Services (FIRES), Education (Edu), Government (Gov)

Source: ESD 2013; BERK 2014

As shown above, the resource sector is not projected to grow, and Warehouse Transportation Communications Utilities (WTCU) is expected to grow the most. The 2013 Employment Projections prepared by ESD for 2-year, 5-year and 10-year timeframes were not accompanied by detailed explanations (see footnote 3). However, OFM has issued a document explaining statewide long-term employment trends and appears to rely on ESD-generated long-term industry forecasts. For example, OFM documentation indicates why the retail sector is likely to see less growth in the future than other sectors. "One factor affecting the retail employment forecast is the expectation that increases in total personal income will be slower in the next 30 years than was the case between 1970 and 2010."[4]

Non-Farm Jobs: ESD projections are for nonfarm jobs. ESD defines this in part as follows:

Employment is the total number of persons on establishment payrolls employed full or part time who received pay for any part of the pay period which includes the 12th day of the month. Temporary and intermittent employees are included, as are any workers who are on paid sick leave, on paid holiday, or who work during only part of the specified pay period. A striking worker who only works a small portion of the survey period, and is paid, would be included as employed under the CES definitions. Persons on the payroll of

[3] Employment Security Department. July 2013. 2013 Employment Projections. Available: https://fortress.wa.gov/esd/employmentdata/docs/industry-reports/employment-projections-2013.pdf. Also see: https://fortress.wa.gov/esd/employmentdata/reports-publications/industry-reports/employment-projections.

[4] See "Long-Term Forecast of Washington Wage and Salary Employment" at http://www.ofm.wa.gov/economy/longterm/2012/lt2012ch3.pdf.

more than one establishment are counted in each establishment. Data exclude proprietors, self-employed, unpaid family or volunteer workers, farm workers, and domestic workers.

The BERK model allocations rely on ESD projections of nonfarm jobs. Jobs that are excluded in the projections of "nonfarm jobs" are not necessarily central to the purpose of sizing UGAs. Sole-proprietor jobs are not land consumptive as they may occur at existing homes. Resource lands of long-term significance including agriculture, are protected under Skagit County's Comprehensive Plan, and can add jobs or not and change their agricultural activities from one type to another. Farm jobs may not be "peak hour" jobs necessary to model for transportation purposes. Farm employment is often seasonal.

While farm jobs are not included in the employment target or allocations, some related activities are included, such as processing facilities; however, processing facilities are considered industrial jobs.

Countywide Target: Countywide employment projections were developed, some based on a population/employment ratio assumption and some based on ESD growth rates applied to the 2012 job base independent of population growth.

- The job projection based on ESD mid-term growth rates equals 16,559 over the 2012-2036 period (or 14,795 for the 2015-2036 period).
- Using a population/employment ratio of 2.34 (similar to the 2012 ratio) and the OFM Medium Population Forecast, the resulting jobs would equal 17,041 over the 2012-2036 period (or 15,278 over the 2015-2036 period).
- Considering trends as well as policy choices of increased family wage job creation such as at Bayview and other UGAs, one option explored increased jobs over ESD growth rates resulting in 17,763 jobs over the 2012-2036 period (16,000 jobs over 2015-2036).

Urban and Rural Growth Shares and UGA Allocations: One allocation scenario, "current share", assumes that each UGA's current share of jobs is carried forward. Sector splits for this scenario are based on ESD forecasts.

A second scenario is "corridor trends share" which assumes that the growth rate within the 2002-2011 period would occur moving forward for four market areas[5]: Anacortes, I-5 Corridor, Towns & Tribal Land, and Rural; however, the sector splits (manufacturing, retail, etc.) are based on ESD mid-term projections. As a result, communities along I-5 would have a greater share of employment growth; within the corridor itself a greater share of manufacturing jobs would be allocated to Bayview and less to Mount Vernon and Burlington, reflecting recent Bayview Subarea Planning efforts and limited UGA expansion opportunities for industrial land in those two cities. Anacortes shows a reduced share based on the trend period. However, the 10-year trend from 2002-2011 would mean more growth to Towns & Tribal Land relative to current shares; this trend may not continue post-recession and is explored in the third scenario below.

A third scenario "corridor focus share" also assumes more growth towards the I-5 Corridor. This scenario also provides a share for Anacortes that is between the current share and 2002-2011 based share, a Towns & Tribal Land share similar to the current share, and a reduced Rural share. Similar to the "corridor trends" approach, a greater share of jobs would be allocated to Bayview and less to Mount Vernon and Burlington, reflecting recent Bayview Subarea Planning efforts and limited expansion opportunities for industrial land in those two cities. As with the other scenarios, sector splits are based on ESD forecasts.

[5] While some geographies lost jobs in some sectors over the 2002-2011 time period, the model does not assume that continues. The model uses the 2002-2011 trends to determine among the "market areas" what share of growth would be captured. The actual employment growth and sector splits are based on ESD forecasts.

Exhibit 5 shows the relative shares of each approach.

Exhibit 5. Share of Employment Growth (2012-2036) to Market Areas: Future Scenario

MARKET AREA	Current Share	Corridor Trends Share	Corridor Focus Share
Anacortes	16.4%	10.2%	11.0%
I-5 Corridor *Bayview Ridge, Burlington, Mount Vernon, Sedro-Woolley*	63.0%	66.5%	80.0%
Towns & Tribal Land *Concrete, Hamilton, La Conner, Lyman, Swinomish*	5.2%	14.3%	5.0%
Rural	15.4%	9.0%	4.0%
Total	**100%**	**100%**	**100%**

Source: BERK Consulting 2014

The "current share" results in a 15.4% rural job percentage, leaving nearly 85% of jobs inside UGAs. The "corridor trends share" approach assumes more jobs are attracted along the I-5 corridor and Towns and Tribal Land where most urban areas and infrastructure are located in the county; thus, 9.0% is the rural share, and 91% the urban share. The "corridor focus share" assumes the share of Rural jobs would decrease comparing current shares to 2002-2011 trends, and thus the share of growth is 96% urban and 4% rural.

Planners' Employment Recommendations

The Planners have considered countywide employment projections similar to but greater than ESD growth rates reflecting policy choices for greater family wage jobs and industrial growth. The total growth selected is: 17,763 jobs over the 2012-2036 period (16,000 jobs over 2015-2036).

The Planners considered the three scenarios described above regarding how jobs could be allocated to UGAs. The corridor trend or corridor focus shares propose a greater share of industrial growth to Bayview Ridge. Exhibit 6 shows the results.

Exhibit 6. Employment Growth and Distribution Scenarios

A. Current Share

UGA	2012	Net Growth 2012-2015	Resource	Retail	Industrial	Services	GovEdu	Net Growth 2015-2036	Total 2036	Percent: 2015-2036
Anacortes	8,166	304	0	69	1,010	969	576	**2,610**	**11,080**	16.30%
Burlington	9,467	366	0	267	1,003	1,154	575	**3,008**	**12,840**	18.80%
Mount Vernon	16,024	522	0	177	1,189	2,064	1,703	**5,149**	**21,695**	32.20%
Sedro-Woolley	4,594	152	0	41	364	581	490	**1,476**	**6,223**	9.20%
Concrete	347	11	0	13	0	12	88	**112**	**470**	0.70%
Hamilton	214	10	0	1	55	7	5	**67**	**292**	0.40%
La Conner	1,053	42	0	57	0	112	167	**335**	**1,429**	2.10%
Lyman	28	1	0	1	4	1	3	**9**	**38**	0.10%
Bayview Ridge	1,434	63	0	1	437	14	8	**451**	**1,948**	2.80%
Swinomish	925	32	0	16	0	163	121	**299**	**1,256**	1.90%
Rural	7,749	260	0	45	1,057	694	686	**2,485**	**10,493**	15.50%
Total 2015-2036	50,001	**1,763**	**0**	**688**	**5,119**	**5,771**	**4,422**	16,001	**67,764**	
Percent			0.00%	4.30%	32.00%	36.10%	27.60%	100.00%		

Notes: The figures for cities/towns include their associated UGAs. Sector splits are based on ESD projections. ESD mid-term growth rates were applied to 2012 base employment. ESD Projections are for non-farm jobs and exclude proprietors, self-employed, unpaid family or volunteer workers, farm workers, and domestic workers.

Source: BERK Consulting 2014

B. Corridor Trends Share

UGA	2012	Net Growth 2012-2015	Resource	Retail	Industrial	Services	GovEdu	Net Growth 2015-2036	Total 2036	Percent: 2015-2036
Anacortes	8,166	187	0	71	568	640	353	**1,628**	**9,982**	10.20%
Burlington	9,467	390	0	272	1,093	1,217	618	**3,201**	**13,058**	20.00%
Mount Vernon	16,024	436	0	180	844	1,803	1,527	**4,373**	**20,833**	27.30%
Sedro-Woolley	4,594	144	0	41	344	565	479	**1,433**	**6,172**	9.00%
Concrete	347	31	0	27	27	33	228	**312**	**689**	1.90%
Hamilton	214	23	0	2	136	32	20	**188**	**426**	1.20%
La Conner	1,053	110	0	72	188	336	341	**931**	**2,093**	5.80%
Lyman	28	3	0	1	11	7	6	**25**	**55**	0.20%
Bayview Ridge	1,434	202	0	1	1338	255	44	**1627**	**3,263**	10.20%
Swinomish	925	91	0	26	74	425	305	**823**	**1,839**	5.10%
Rural	7,749	146	0	46	599	353	454	**1,458**	**9,353**	9.10%
Total 2015-2036	50,001	**1,763**	**0**	**739**	**5,222**	**5,666**	**4,375**	15,999	**67,763**	
Percent			0.00%	4.60%	32.60%	35.40%	27.30%	100.00%		

Notes: The figures for cities/towns include their associated UGAs. Sector splits are based on ESD projections. ESD mid-term growth rates were applied to 2012 base employment. ESD Projections are for non-farm jobs and exclude proprietors, self-employed, unpaid family or volunteer workers, farm workers, and domestic workers.

Source: BERK Consulting 2014

C. Corridor Focus Share

UGA	2012	Net Growth 2012-2015	Resource	Retail	Industrial	Services	GovEdu	Net Growth 2015-2036	Total 2036	Percent: 2015-2036
Anacortes	8,166	201	0	76	596	678	406	**1,753**	**10,120**	11.00%
Burlington	9,467	470	0	328	1,270	1,483	771	**3,852**	**13,789**	24.10%
Mount Vernon	16,024	523	0	217	989	2,066	1,975	**5,266**	**21,813**	32.90%
Sedro-Woolley	4,594	172	0	50	411	630	632	**1,727**	**6,493**	10.80%
Concrete	347	11	0	9	8	8	85	**109**	**467**	0.70%
Hamilton	214	8	0	1	47	12	7	**66**	**289**	0.40%
La Conner	1,053	38	0	25	62	116	124	**326**	**1,417**	2.00%
Lyman	28	1	0	0	4	3	2	**9**	**37**	0.10%
Bayview Ridge	1,434	242	0	1	1570	341	60	**1959**	**3,635**	12.20%
Swinomish	925	32	0	9	21	152	108	**288**	**1,245**	1.80%
Rural	7,749	65	0	21	249	169	205	**646**	**8,459**	4.00%
Total 2015-2036	50,001	**1,763**	**0**	**737**	**5,227**	**5,658**	**4,375**	16,001	**67,764**	
Percent			0.00%	4.60%	32.70%	35.40%	27.30%	100.00%		

Notes: The figures for cities/towns include their associated UGAs. Sector splits are based on ESD projections. ESD mid-term growth rates were applied to 2012 base employment. ESD Projections are for non-farm jobs and exclude proprietors, self-employed, unpaid family or volunteer workers, farm workers, and domestic workers.

Source: BERK Consulting 2014

Additional Scenarios. After a review of the three scenarios in Exhibit 6 by the Planners, three more scenarios were developed as illustrated in Exhibit 7.

First, a scenario tested a different Rural share that matched more recent trends. The I-5 Corridor share was made 75% and the Rural share 9%, with no changes to Anacortes or the Towns & Tribal Land shares under “corridor focus share”. Thus, I-5 Cities’ shares are slightly reduced compared to the “corridor focus share”.

Second, a scenario assumed Anacortes and the I-5 Corridor market areas would become one market area considered “Cities & Bayview” and together allocated 90%, with Towns & Tribal Land at 5% and Rural at 5%. This would increase Anacortes’ share relative to other scenarios, with slight reductions in shares for Burlington, Mount Vernon, and Sedro-Woolley.

Third, both of the scenarios above are combined with a Rural trend at 9%, with the combined Cities & Bayview category at 86%, leaving a moderate Towns & Tribal Land share of 5%.

Exhibit 7. Additional Employment Growth and Distribution Scenarios

A. Corridor Focus Share with Recent Rural Trend

UGA	2012	Net Growth 2012-2015	Resource	Retail	Industrial	Services	GovEdu	Net Growth	Total 2036	Percent: 2015-2036
Anacortes	8,166	202	0	78	596	681	401	**1,756**	**10,124**	11.0%
Burlington	9,467	441	0	313	1,169	1,400	729	**3,611**	**13,519**	22.6%
Mount Vernon	16,024	493	0	207	895	1,996	1,819	**4,917**	**21,434**	30.7%
Sedro-Woolley	4,594	162	0	48	379	609	580	**1,616**	**6,372**	10.1%
Concrete	347	11	0	9	7	8	85	**109**	**467**	0.7%
Hamilton	214	8	0	1	48	11	7	**67**	**289**	0.4%
La Conner	1,053	38	0	26	63	115	125	**329**	**1,420**	2.1%
Lyman	28	1	0	0	4	3	2	**9**	**38**	0.1%
Bayview Ridge	1,434	228	0	1	1,483	309	55	**1,848**	**3,510**	11.6%
Swinomish	925	32	0	9	22	150	109	**290**	**1,247**	1.8%
Rural	7,749	147	0	47	557	381	462	**1,447**	**9,343**	9.0%
Total 2015-2036	50,001	**1,763**	**0**	**739**	**5,223**	**5,663**	**4,374**	**15,999**	**67,763**	
Percent			0.0%	4.6%	32.6%	35.4%	27.3%	100.00%		

Notes: The figures for cities/towns include their associated UGAs. Sector splits are based on ESD projections. ESD mid-term growth rates were applied to 2012 base employment. ESD Projections are for non-farm jobs and exclude proprietors, self-employed, unpaid family or volunteer workers, farm workers, and domestic workers.

Source: BERK Consulting 2014

B. Cities & Bayview Market Focus and Moderate Towns & Tribal Land and Rural Share

UGA	2012	Net Growth 2012-2015	Resource	Retail	Industrial	Services	GovEdu	Net Growth 2015-2036	Total 2036	Percent: 2015-2036
Anacortes	8,166	316	-	121	927	1,068	642	**2,758**	**11,240**	17.2%
Burlington	9,467	427	-	301	1,161	1,338	703	**3,502**	**13,396**	21.9%
Mount Vernon	16,024	474	-	199	903	1,866	1,802	**4,771**	**21,269**	29.8%
Sedro-Woolley	4,594	156	-	46	370	574	578	**1,567**	**6,317**	9.8%
Concrete	347	11	-	9	8	8	85	**110**	**468**	0.7%
Hamilton	214	8	-	1	46	13	8	**67**	**289**	0.4%
La Conner	1,053	38	-	25	61	116	125	**328**	**1,419**	2.1%
Lyman	28	1	-	0	4	3	2	**9**	**38**	0.1%
Bayview Ridge	1,434	220	-	1	1,410	320	62	**1,793**	**3,447**	11.2%
Swinomish	925	32	-	9	21	151	109	**291**	**1,248**	1.8%
Rural	7,749	81	-	26	313	206	259	**804**	**8,634**	5.0%
Total 2015-2036	50,001	**1,764**	**0**	**738**	**5,224**	**5,663**	**4,375**	**16,000**	**67,765**	
Percent			0.00%	4.60%	32.70%	35.40%	27.30%	100.00%		

Notes: The figures for cities/towns include their associated UGAs. Sector splits are based on ESD projections. ESD mid-term growth rates were applied to 2012 base employment. ESD Projections are for non-farm jobs and exclude proprietors, self-employed, unpaid family or volunteer workers, farm workers, and domestic workers.

Source: BERK Consulting 2014

C. Combination: Cities and Bayview Market Focus, Recent Rural Trend, and Moderate Towns & Tribal Land Share

UGA	2012	Net Growth 2012-2015	Resource	Retail	Industrial	Services	GovEdu	Net Growth 2015-2036	Total 2036	Percent: 2015-2036
Anacortes	8,166	302	0	117	886	1,025	608	**2,629**	**11,097**	16.4%
Burlington	9,467	409	0	291	1,091	1,288	676	**3,346**	**13,222**	20.9%
Mount Vernon	16,024	456	0	192	837	1,832	1,695	**4,573**	**21,053**	28.6%
Sedro-Woolley	4,594	150	0	44	348	563	541	**1,500**	**6,244**	9.4%
Concrete	347	11	0	9	7	8	85	**109**	**467**	0.7%
Hamilton	214	8	0	1	47	12	7	**66**	**288**	0.4%
La Conner	1,053	38	0	26	62	115	125	**326**	**1,417**	2.0%
Lyman	28	1	0	0	4	3	2	**9**	**38**	0.1%
Bayview Ridge	1,434	210	0	1	1,356	298	58	**1,702**	**3,346**	10.6%
Swinomish	925	32	0	9	22	149	110	**288**	**1,245**	1.8%
Rural	7,749	147	0	47	561	374	465	**1,452**	**9,348**	9.1%
Total 2015-2036	50,001	**1,764**	**0**	**737**	**5,221**	**5,667**	**4,372**	**16,000**	**67,765**	
Percent			0.00%	4.60%	32.60%	35.40%	27.30%	100.00%		

Notes: The figures for cities/towns includetheir associated UGAs. Sector splits are based on ESD projections. ESD mid-term growth rates were applied to 2012 base employment. ESD Projections are for non-farm jobs and exclude proprietors, self-employed, unpaid family or volunteer workers, farm workers, and domestic workers.

Source: BERK Consulting 2014

Recommended Scenario: Based on a review of all scenarios in Exhibit 6 and Exhibit 7, the Planners have developed recommended initial allocations that reflect trends in the Rural area at 9%, a share of jobs in Anacortes at 13% reflecting that local jurisdiction's review of employment data and discussions with local businesses, the I-5 Corridor share predominating at 73% and a Towns & Tribal Land share of 5%. See Exhibit 8.

Exhibit 8. Planners' Recommended Initial Employment Growth and Distribution Allocation

UGA	2012	Net Growth 2012-2015	Resource	Retail	Industrial	Services	GovEdu	Net Growth 2015-2036	Total 2036	Percent: 2015-2036
Anacortes	8,166	238	0	92	702	806	476	**2,076**	**10,480**	13.0%
Burlington	9,467	429	0	305	1,141	1,360	710	**3,516**	**13,412**	22.0%
Mount Vernon	16,024	479	0	201	874	1,936	1,774	**4,785**	**21,288**	29.9%
Sedro-Woolley	4,594	158	0	46	368	592	566	**1,572**	**6,324**	9.8%
Concrete	347	11	0	9	7	8	85	**109**	**467**	0.7%
Hamilton	214	8	0	1	47	11	7	**66**	**288**	0.4%
La Conner	1,053	38	0	26	63	115	125	**329**	**1,420**	2.1%
Lyman	28	1	0	0	4	3	2	**9**	**38**	0.1%
Bayview Ridge	1,434	222	0	1	1,436	305	57	**1,799**	**3,455**	11.2%
Swinomish	925	32	0	9	22	150	109	**290**	**1,247**	1.8%
Rural	7,749	147	0	47	558	379	463	**1,447**	**9,343**	9.0%
Total 2015-2036	**50,001**	**1,763**	**0**	**737**	**5,222**	**5,665**	**4,374**	**15,998**	**67,762**	
Percent			0.0%	4.6%	32.6%	35.4%	27.3%	100.0%		

Notes: The figures for cities/towns include their associated UGAs. Sector splits are based on ESD projections. ESD mid-term growth rates were applied to 2012 base employment. ESD Projections are for non-farm jobs and exclude proprietors, self-employed, unpaid family or volunteer workers, farm workers, and domestic workers.

Source: Skagit Council of Governments 2014; BERK Consulting 2014

Jobs and Employment Acres: Following the adoption of the GMA in 1990, Comprehensive Plan updates in Skagit County have allocated jobs to each jurisdiction by converting each job into a metric of acres for ease of use by each jurisdiction. The conversion from jobs to acres was accomplished using industry accepted ratios as documented in the 1995 Overall Economic Development Plan for Skagit County.

Early in this current process, the Planners expressed a desire to allocate employment instead of acreage with these Comprehensive Plan updates. The main reason for this departure from historic practices was to provide each jurisdiction with more flexibility with how jobs are inventoried and how they may be allocated. For instance, a jurisdiction may have jobs that are trending more towards industrial uses versus professional office uses meaning that they need a greater land base than what was originally allocated – the number of jobs would be the same but the acreage would be different. Additionally, there has been legislation adopted by the State that limits certain jurisdictions from expanding their UGAs into floodplains (RCW 36.70a.110). Affected jurisdictions may need to concentrate more heavily on job creation that utilizes less land than they historically had.

As noted in the Introduction and Approach section, it is anticipated that each jurisdiction will conduct a Buildable Lands Analysis. These analyses should include common assumptions and ongoing tracking procedures to ensure that analyses are consistent across Skagit County and land development is tracked on a regular basis to see how jurisdictions are accommodating allocated population and employment. The precise methodology for the Buildable Lands Analyses has not yet been developed, but the Planners will be developing it in the near future.

ATTACHMENT: INDUSTRY PROJECTIONS AND CROSSWALK TABLES

ESD Northwest County Industry Projections

ESD NORTHWEST REGION EMPLOYMENT PROJECTIONS
Source: Employment Security Department/LMEA
Industry employment projections, May 2013

Industry	Estimated employment 2011	Estimated employment 2016	Estimated employment 2021	Average annual growth rate 2011-2016	Average annual growth rate 2016-2021
TOTAL NONFARM	144,400	156,700	166,000	1.6%	1.2%
NATURAL RESOURCES and MINING	600	600	600	0.0%	0.0%
Logging	400	400	400	0.0%	0.0%
Mining	200	200	200	0.0%	0.0%
CONSTRUCTION	9,200	11,600	13,200	4.7%	2.6%
MANUFACTURING	14,300	15,800	16,600	2.0%	1.0%
Durable goods	8,200	9,400	10,000	2.8%	1.2%
Wood product manufacturing	1,500	1,800	1,700	3.7%	-1.1%
Nonmetallic mineral product manufacturing	400	500	500	4.6%	0.0%
Fabricated metal product manufacturing	800	1,000	1,100	4.6%	1.9%
Machinery manufacturing	1,300	1,800	2,200	6.7%	4.1%
Computer and electronic product manufacturing	400	400	500	0.0%	4.6%
Electrical equipment and appliance mfg	300	300	400	0.0%	5.9%
Other transportation equipment	1,200	1,300	1,200	1.6%	-1.6%
Non durable goods	6,100	6,400	6,600	1.0%	0.6%
Food and beverages manufacturing	3,100	3,200	3,400	0.6%	1.2%
Printing and related support activities	200	200	100	0.0%	-12.9%
WHOLESALE TRADE	4,000	4,200	4,400	1.0%	0.9%
RETAIL TRADE	19,700	20,700	20,900	1.0%	0.2%
Food and beverage stores	4,000	4,100	4,100	0.5%	0.0%
Motor vehicle and parts dealers	2,200	2,300	2,300	0.9%	0.0%
Other retail trade	13,500	14,300	14,500	1.2%	0.3%
TRANSPORTATION, WAREHOUSING AND UTILITIES	4,000	4,400	4,500	1.9%	0.5%
Utilities	500	500	500	0.0%	0.0%
Transportation and warehousing	3,500	3,900	4,000	2.2%	0.5%
INFORMATION	2,600	2,700	2,900	0.8%	1.4%
FINANCIAL ACTIVITIES	5,800	6,400	6,800	2.0%	1.2%
Finance and insurance	4,100	4,600	4,900	2.3%	1.3%
Real estate, rental and leasing	1,700	1,800	1,900	1.1%	1.1%
PROFESSIONAL and BUSINESS SERVICES	10,800	12,800	14,000	3.5%	1.8%
Professional, scientific and technical services	5,200	5,800	6,000	2.2%	0.7%
Management of companies and enterprises	700	800	800	2.7%	0.0%
Other professional services	3,800	4,600	5,200	3.9%	2.5%
Employment services	1,100	1,600	2,000	7.8%	4.6%
EDUCATION and HEALTH SERVICES	18,000	19,800	21,100	1.9%	1.3%
Education services	1,600	1,800	2,000	2.4%	2.1%
Health services and social assistance	16,400	18,000	19,100	1.9%	1.2%
LEISURE and HOSPITALITY	16,500	17,800	18,300	1.5%	0.6%
Arts, entertainment and recreation	2,600	2,900	3,100	2.2%	1.3%
Accommodation and food services	13,900	14,900	15,200	1.4%	0.4%
OTHER SERVICES	6,100	6,500	6,600	1.3%	0.3%
GOVERNMENT	32,800	33,400	36,100	0.4%	1.6%
Federal government	3,300	3,100	3,100	-1.2%	0.0%
State and local government other	14,400	14,400	15,100	0.0%	1.0%
Government educational services	15,100	15,900	17,900	1.0%	2.4%

NAICS Codes and Model Allocations

2-Digit	Description	Allocation Group
11	Agriculture, Forestry, Fishing and Hunting	Resource
21	Mining	Resource
22	Utilities	Industrial
23	Construction	Industrial
31	Manufacturing	Industrial
32	Manufacturing	Industrial
33	Manufacturing	Industrial
42	Wholesale Trade	Industrial
44	Retail Trade	Retail
45	Retail Trade	Retail
48	Transportation and Warehousing	Industrial
49	Transportation and Warehousing	Industrial
51	Information	Services
52	Finance and Insurance	Services
53	Real Estate and Rental and Leasing	Services
54	Professional, Scientific, and Technical Services	Services
55	Management of Companies and Enterprises	Services
56	Administrative and Support and Waste Management and Remediation Services	Services
61	Educational Services	Gov/Edu
62	Health Care and Social Assistance	Services
71	Arts, Entertainment, and Recreation	Services
72	Accommodation and Food Services	Retail
81	Other Services (except Public Administration)	Services
92	Public Administration	Gov/Edu

1. Urban Growth

Encourage urban development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

1.1 Urban growth shall be allowed only within cities and towns, their designated UGAs and within any non-municipal urban growth areas already characterized by urban growth, identified in the County Comprehensive Plan with a Capital Facilities Plan meeting urban standards. Population and employment ~~commercial/industrial land~~ allocations for each UGA shall be consistent with those allocations shown in Appendix A.~~the following table:~~

~~Urban Growth Areas~~	~~Residential Population (2025)~~	~~Commercial/Industrial Land Allocations (New)~~
~~Anacortes~~	~~18,300~~	~~558~~
~~Bayview Ridge[1]~~	~~5,600~~	~~750~~
~~Burlington~~	~~12,000~~	~~242~~
~~Concrete~~	~~1,350~~	~~28~~
~~Hamilton~~	~~450~~	~~60~~
~~La Conner~~	~~950~~	~~2~~
~~Lyman~~	~~550~~	~~0~~
~~Mount Vernon~~	~~47,900~~	~~959~~
~~Sedro-Woolley~~	~~15,000~~	~~278~~
~~Swinomish~~	~~3,650~~	~~0~~
~~Urban Growth Area Total[2]~~	~~105,750~~	~~2,877~~

~~[1] The residential population has been placed in a reserve category until the completion of the Bayview Ridge subarea plan. At that time, it will either be accommodated in the proposed Bayview Ridge UGA, reallocated to other UGAs, or a combination thereof. The Port of Skagit County has 258 acres of the designated commercial / industrial properties. A sub-area plan and implementing regulations were adopted for the Bayview Ridge UGA; the urban standards set forth in this plan/regulations for roads, sewer, and stormwater shall meet or exceed those in effect in the City of Burlington on April 1, 1999. Police and Fire services shall, at a minimum, meet the requirements of CPP 1.7.~~

~~2 The projected 2025 population for the remainder of Skagit County, outside of Urban Growth Areas, is 43,330. Adding that to the Urban Growth Area total cited above results in a total County population of 149,080. The Growth Management Act does not require a commercial/industrial land allocation for the rural area.~~

1.2 Cities and towns and their urban growth areas, and non-municipal urban growth areas designated pursuant to CPP 1.1, shall include areas and densities sufficient to accommodate as a target 80% of the county's 20 year population projection.

1.3 Urban growth areas shall provide for urban densities of mixed uses and shall direct development of neighborhoods which provide adequate and accessible urban governmental services concurrent with development. The GMA defines urban governmental services as those governmental services historically and typically delivered by cities, ~~and~~ includinges ~~storm~~ and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with nonurban areas.

1.4 Urban growth areas shall include greenbelts ~~and ,~~ open space, and encourage the preservation of wildlife habitat areas.

1.5 Cities shall encourage development, including greenbelt and open space areas, on existing vacant land and in-fill properties before expanding beyond their present corporate city limits towards urban growth boundaries.

1.6 Annexations beyond urban growth areas are prohibited.

1.7 The baseline for 20-year countywide population forecasts shall be the official Growth Management Act Population Projections from the State of Washington's Office of Financial Management. The Growth Management Act Technical Advisory Committee ("Planners Committee") shall recommend the process for allocating forecasted population and employment, which shall be cooperatively reviewed by the Growth Management Act Steering Committee (GMASC), consistent with the "2002 Framework Agreement." Final growth allocations will be ratified by each government's legislative body. The growth allocation process shall use the procedures in Appendix B, which calls for the following steps:

a. Initial Growth Allocations;
b. Reconciliation;
c. Long Term Monitoring; and
d. Allocation Adjustment

1.8 The County and cities/towns shall use consistent land capacity analysis methods as approved by the GMASC to determine the amount of undeveloped buildable urban land needed. The inventory of the undeveloped buildable urban land supply is to be maintained by Skagit County in a Regional GIS database.

1.9 The County and cities/towns will establish a common method to monitor urban development to evaluate the rate of growth and maintain an inventory of the amount of buildable land remaining. The Planners Committee shall develop a monitoring process, prepare annual monitoring reports and present the reports to the Growth Management Act Steering Committee annually.

~~1.7 Development within established urban growth boundaries shall, as a minimum,~~

~~conform to those urban development standards in effect within the respective municipality as of April, 1, 1999. Bayview Ridge UGA urban standards for roads, sewer, and stormwater shall meet or exceed those in effect in the City of Burlington on April 1, 1999. UGAs with populations of over 1500 or a Commercial/Industrial land allocation (new) over 100 acres shall have, as a minimum, the following levels of urban law enforcement and fire service levels:~~

~~Law Enforcement:~~

~~One commissioned law enforcement officer per 1,000 population served or per 100 acres of developed commercial or industrial property, whichever is the higher number.~~

~~Fire:~~

~~Urban fire level of service standard for Urban Growth Areas are as follows:~~

~~1. For Cities and their adjacent Urban Growth Areas, an ISO grading of 5 or better shall be maintained; otherwise2. Within 5 minutes of being dispatched, the Fire Department shall arrive and be able to deliver up to 200 gallons per minute fire flow in an offensive (interior) attack, with a minimum of 4 firefighters, for responses to: structural fires, vehicle fires, other outside fires, motor vehicle accidents, activated fire alarm systems, or other hazardous conditions. The Fire Department shall also be capable of delivering a minimum of Basic Life Support including defibrillation, with a minimum of one First Responder or Emergency Medical Technician, for medical responses.~~

~~Within 10 minutes of being dispatched, the Fire Department shall be able to support the interior structural fire attack with teams which may include: a ventilation team, a search & rescue team, a team for a backup line, and standby firefighters, totaling between 8 and 12 firefighters on-scene. The Fire Department shall also be capable of providing Heavy Rescue capability, including heavy hydraulics, at Motor Vehicle Accidents.~~

~~Within 20 minutes of being dispatched, the Fire Department shall be capable of delivering 1500 gallons per minute fire flow in a sustained defensive attack mode for structural fire responses. For buildings larger than 10,000 square feet, the Fire Department shall be capable of delivering 2000 Gallons per Minute, and shall have an elevated master stream capability.~~

~~These requirements shall be met for 90% of all incidents.~~

~~Mutual aid requested under the Mutual Aid Contract may be used to provide relief to the initial operating crews, but shall not be used to provide initial attack capability, support functions, or sustained attack capability. This does not preclude automatic aid agreements under separate contract which does provide these capabilities or functions from other agencies.~~

~~Times are considered to be "Response Time," which shall be measured by the sum of turnout time (the time from dispatch until the first arriving unit is enroute to the incident), plus travel time. Dispatch time shall be allocated a maximum of 1 additional minute which is measured from the time the 9-1-1 call is received until the fire department is dispatched.~~

~~All operations shall be conducted in compliance with state and federal regulations, including training requirements for firefighters, and maintenance requirements for equipment and apparatus.~~

~~All commercial and industrial facilities shall be inspected for compliance with the Uniform Fire Code at least annually. Water systems shall be installed in accordance with the Skagit County Coordinated Water System Supply Plan, with a fire flow meeting the requirements of the Uniform Fire Code~~

1.10~~8~~ All growth outside the urban growth boundary shall be rural in nature as defined in the Rural Element, not requiring urban governmental services, except in those limited circumstances shown to be necessary to the satisfaction of both the County and the affected city to protect basic public health, safety and the environment, and when such services are financially supportable at rural densities and do not permit urban development.

Appendix A

Table 1: 2036 Initial Growth Allocations

Urban Growth Areas	2015 – 2036 Forecast Population Growth	Total 2036 Population	2015 – 2036 Forecast Employment Growth	Total 2036 Employment
Anacortes	5,895	22,293	2,076	10,480
Burlington	3,808	14,272	3,516	13,412
Mount Vernon	12,434	47,403	4,785	21,288
Sedro-Woolley	4,555	17,069	4,427	9,179
Concrete	320	1,193	109	467
Hamilton	114	427	66	288
La Conner	329	1,226	329	1,420
Lyman	162	605	9	38
Bayview Ridge	72	1,883	1,799	3,455
Swinomish	912	3,416	290	1,247
UGAs Subtotal	**28,601**	**109,787**	**17,406**	**61,274**
Rural (outside UGAs)	7,150	45,665	1,447	9,343
County Total	**35,751**	**155,452**	**18,853**	**70,617**

Appendix B – Growth Allocations Procedure Steps

The process of setting and reviewing growth allocations shall be consistent with the 2002 Framework Agreement among Skagit County and the cities and towns as currently adopted or amended.

1. **Initial Growth Allocations:** The Planners Committee will develop initial population and employment allocations for review and adoption by the GMASC.
    a. The Initial allocations will be based on the most recently published official 20-year population projections for Skagit County from the Office of Financial Management (OFM).

    Jurisdictions shall use these initial allocations for at least one of the plan alternatives they evaluate for their GMA plan updates.

2. **Reconciliation:** Once the GMA comprehensive plan updates of jurisdictions have identified a preferred growth plan with sufficient detail to determine if the population and employment allocation can be accommodated, the Growth Management Act Steering Committee (GMASC) will review and, if necessary, recommend adjusting the population and employment growth allocations to be included in the CPPs.
    a. The County and cities/towns shall jointly review the preferred growth alternatives proposed in local comprehensive plans for discrepancies with the allocation associated with the County's preferred plan alternative.
    b. Based on the land supply, permitted densities, capital facilities, urban service capacities and other information associated with the preferred growth alternatives of proposed local comprehensive plans, the Planners Committee shall recommend to the GMASC a reconciled 20-year population and employment allocation.
    c. The GMASC shall review and recommend to the Board of County Commissioners a reconciled 20-year population and employment allocation. Substantial consideration shall be given to the plan of each jurisdiction, and the recommendation shall be consistent with the GMA and the CPPs.
    d. The Board of County Commissioners shall consider the recommendation of the GMASC and shall replace the allocations in the CPPs with a reconciled 20-year population and employment allocation.

3. **Long Term Monitoring:** Subsequent to reconciliation, GMASC shall maintain a long term monitoring process to review annually the population and employment growth allocations contained in the CPPs.
    a. Skagit County and the cities shall jointly monitor the following:
        i. Estimated population and employment growth;
        ii. Annexations and incorporations;
        iii. Residential and non-residential development trends;
    b. Results of the monitoring program shall be published in a growth monitoring report developed by the Planners Committee and recommended to the GMASC.
    c. GMASC shall review and approve the annual report by resolution.

4. **Allocation Adjustment:** The GMASC may consider adjustments to the population and employment growth allocations contained in Appendix A of CPPs in the years between state-required updates. The following steps shall be used:
    a. Based on the results of the long term monitoring process, the Planners Committee may review and recommend to the GMASC an adjustment to the population and employment allocations.
    b. The GMASC shall review the Planners Committee recommendation to adjust growth allocations and may recommend to the Board of County Commissioners an adjustment to the population and employment allocations. Adjustments to the growth allocations shall be based on the results of the monitoring program and shall be consistent with the GMA and the CPPs.
    c. The Board of County Commissioners shall consider the recommendation of the GMASC and may amend the CPPs with adjusted population and employment allocations for cities, UGAs, and rural areas.

Any disputes regarding the roles and responsibilities of the Board of County Commissioners, the GMA Steering Committee, and individual jurisdictions in reviewing and approving amendments to the Countywide Planning Policies shall be resolved in accordance with the procedures established by the 2002 Framework Agreement.

Skagit County

Countywide Planning Policies

October 10, 2007

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Skagit County
Countywide Planning Policies

The Role of the Skagit County Countywide Planning Policies and the Comprehensive Plan

i These countywide planning policies shall be the foundation for the Skagit County Comprehensive Plan.

ii All Elements of the Comprehensive Plan, including maps and procedures, shall comply with these policies. Amendments to the other components of the comprehensive plan shall conform to these policies.

iii As required by RCW 36.70A.120, all implementing regulations, including zoning maps and zoning regulations, shall be consistent with and implement these policies. Amendments to the implementing regulations shall conform to these policies.

iv As required by RCW 36.70A.120, all planning, land use permitting actions and capital budgeting decisions shall be made in conformity with the adopted comprehensive plan.

v The Skagit County Comprehensive Plan adopts by reference the following functional plans: Shoreline, Drainage, Floodplain, Schools, Special Districts, Parks and Recreation, Transportation, Watershed, the Coordinated Water System Plan and any other functional plans adopted by Skagit County. Each referenced plan shall be coordinated with, and consistent with, the Comprehensive Plan.

vi All disputes over the proper interpretation of other functional plans and all implementing regulations, including zoning maps and zoning regulations, shall be resolved in favor of the interpretation which most clearly achieves Countywide Planning Policies.

vii Skagit County shall pursue methods of collecting and displaying statistics, maps and other information necessary for government.

viii Upon adoption of the county-wide Comprehensive Plan, sub-area plans will be considered to address homogeneous natural features and communities.

ix A definition section will be incorporated into the final Comprehensive Plan document. Some definitions are clearly articulated in state statutes and local government implementing ordinances or regulations. Other words which are undefined at this time will be clarified through the Element development process.

1. Urban Growth

Encourage urban development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

1.1 Urban growth shall be allowed only within cities and towns, their designated UGAs and within any non-municipal urban growth areas already characterized by urban growth, identified in the County Comprehensive Plan with a Capital Facilities Plan meeting urban standards. Population and commercial/industrial land allocations for each UGA shall be consistent with those allocations shown in the following table:

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[1] The residential population has been placed in a reserve category until the completion of the Bayview Ridge subarea plan. At that time, it will either be accommodated in the proposed Bayview Ridge UGA, reallocated to other UGAs, or a combination thereof. The Port of Skagit County has 258 acres of the designated commercial / industrial properties. A sub-area plan and implementing regulations were adopted for the Bayview Ridge UGA; the urban standards set forth in this plan/regulations for roads, sewer, and stormwater shall meet or exceed those in effect in the City of Burlington on April 1, 1999. Police and Fire services shall, at a minimum, meet the requirements of CPP 1.7.

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1.2 Cities and towns and their urban growth areas, and non-municipal urban growth areas designated pursuant to CPP 1.1, shall include areas and densities sufficient to accommodate as a target 80% of the county's 20 year population projection.

1.3 Urban growth areas shall provide for urban densities of mixed uses and shall direct development of neighborhoods which provide adequate and accessible urban governmental services concurrent with development. The GMA defines urban governmental services as those governmental services historically and typically delivered by cities, and includes storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with nonurban areas.

1.4 Urban growth areas shall include greenbelt, open space, and encourage the preservation of wildlife habitat areas.

1.5 Cities shall encourage development, including greenbelt and open space areas, on existing vacant land and in-fill properties before expanding beyond their present corporate city limits towards urban growth boundaries.

1.6 Annexations beyond urban growth areas are prohibited.

1.7 Development within established urban growth boundaries shall, as a minimum, conform to those urban development standards in effect within the respective municipality as of April, 1, 1999. Bayview Ridge UGA urban standards for roads, sewer, and stormwater shall meet or exceed those in effect in the City of Burlington on April 1, 1999. UGAs with populations of over 1500 or a Commercial/Industrial land allocation (new) over 100 acres shall have, as a minimum, the following levels of urban law enforcement and fire service levels:

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One commissioned law enforcement officer per 1,000 population served or per 100 acres of developed commercial or industrial property, whichever is the higher number.

Fire:

Urban fire level of service standard for Urban Growth Areas are as follows:

1. For Cities and their adjacent Urban Growth Areas, an ISO grading of 5 or better shall be maintained; otherwise

2. Within 5 minutes of being dispatched, the Fire Department shall arrive and be able to deliver up to 200 gallons per minute fire flow in an offensive (interior) attack, with a minimum of 4 firefighters, for responses to: structural fires, vehicle fires, other outside fires, motor vehicle accidents, activated fire alarm systems, or other hazardous conditions. The Fire Department shall also be capable of delivering a minimum of Basic Life Support including defibrillation, with a minimum of one First Responder or Emergency Medical Technician, for medical responses.

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   All operations shall be conducted in compliance with state and federal regulations, including training requirements for firefighters, and maintenance requirements for equipment and apparatus.

   All commercial and industrial facilities shall be inspected for compliance with the Uniform Fire Code at least annually. Water systems shall be installed in accordance with the Skagit County Coordinated Water System Supply Plan, with a fire flow meeting the requirements of the Uniform Fire Code.

1.8 All growth outside the urban growth boundary shall be rural in nature as defined in the Rural Element, not requiring urban governmental services, except in those limited circumstances shown to be necessary to the satisfaction of both the County and the affected city to protect basic public health, safety and the environment, and when such services are financially supportable at rural densities and do not permit urban development.

2. Reduce Sprawl

Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

2.1 Contiguous and orderly development and provision of urban services to such development within urban growth boundaries shall be required.

2.2 Development within the urban growth area shall be coordinated and phased through inter-agency agreements.

2.3 Rural development shall be allowed in areas outside of the urban growth boundaries having limited resource production values (e.g. agriculture, timber, mineral) and having access to public services. Rural development shall have access through suitable county roads, have limited impact on agricultural, timber, mineral lands, critical areas, shorelands, historic landscapes or cultural resources and must address their drainage and ground water impacts.

2.4 Rural commercial and industrial development shall be consistent with that permitted by the Growth Management Act, specifically including RCW 36.70A.070(5)(d) and related provisions and the 1997 ESB 6094 amendments thereto. This development shall not be urban in scale or character or require the extension of urban services outside of urban growth areas, except where necessary to address an existing public health, safety or environmental problem.

2.5 Rural commercial and industrial development shall be of a scale and nature consistent and compatible with rural character and rural services, or as otherwise allowed under RCW 36.70A.070(5)(d), and may include commercial services to serve the rural population, natural resource-related industries, small scale businesses and cottage industries that provide job opportunities for rural residents, and recreation, tourism and resort development that relies on the natural environment unique to the rural area.

2.6 Priority consideration will be given to siting of new rural commercial and industrial uses in areas of existing development, including existing Rural Villages and existing Rural Centers, followed by already developed sites in the rural area, and only lastly to wholly undeveloped sites in the rural area.

2.7 Master planned sites designated for industrial and large-scale commercial uses shall be clustered, landscaped, and buffered to alleviate adverse impacts to surrounding areas.

2.8 Commercial areas should be aggregated in cluster form, be pedestrian oriented, provide adequate parking and be designed to accommodate public transit. Strip commercial development shall be prohibited.

2.9 Urban commercial and urban industrial development, except development directly dependent on local agriculture, forestry, mining, aquatic and resource operations, and major industrial development which meets the criteria contained in RCW 36.70A.365, should be restricted to urban or urban growth areas where adequate transportation networks and appropriate utility services are available.

The process to consider siting of specific major industrial developments outside of urban growth areas shall follow the process included in the Memorandum of Understanding between the County and the cities for adoption of Countywide Planning Policies. Major industrial developments shall mean a master planned location for specific manufacturing, industrial, or commercial business that:

1. Requires a parcel of land so large that no suitable parcels are available within an urban growth area; or

2. Is a natural resource-based industry requiring a location near agricultural land, forest land, or mineral resource land upon which it is dependent. The major industrial development shall not be for the purpose of retail commercial development or multi-tenant office park.

A major industrial development may be approved outside an urban growth area if the following criteria are met:

1. New infrastructure is provided for and/or applicable impact fees are paid;

2. Transit-oriented site planning and traffic demand management programs are implemented;

3. Buffers are provided between the major industrial development and adjacent non-urban areas;

4. Environmental protection including air and water quality has been addressed and provided for;

5. Development regulations are established to ensure that urban growth will not occur in adjacent non-urban areas;

6. Provision is made to mitigate adverse impacts on designated agricultural lands, forest lands, and mineral resource lands;

8. The plan for the major industrial development is consistent with the County's development regulations established for the protection of critical areas; and

9. An inventory of developable land has been conducted and the County has determined and entered findings that land suitable to site the major industrial development is unavailable within the urban growth area. Priority shall be given to applications for sites that are adjacent to or in close proximity to the urban growth areas.

Final approval of an application for a major industrial development shall be considered an adopted amendment to the Comprehensive Plan adopted pursuant to RCW 36.70A.070 designating the major industrial development site on the land use map as an urban growth area. Final approval of the application shall not be considered an amendment to the Comprehensive Plan for the purposes of RCW 36.70A.130(2) and may be considered at any time.

2.10 Establishment or expansion of local improvement districts and special purpose taxing districts, except flood control, diking districts and other districts formed for the purpose of protecting water quality, in designated commercial forest resource lands shall be discouraged.

3. Transportation

Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.

3.1 Multi-purpose transportation routes and facilities shall be designed to accommodate present and future traffic volumes.

3.2 Primary arterial access points shall be designed to ensure maximum safety while minimizing traffic flow disruptions.

3.3 The development of new transportation routes and improvements to existing routes shall minimize adverse social, economic and environmental impacts and costs.

3.4 The Transportation Element of the Comprehensive Plan shall be designed to; facilitate the flow of people, goods and services so as to strengthen the local and regional economy; conform with the Land Use Element of the Comprehensive Plan; be based upon an inventory of the existing Skagit County transportation network and needs; and encourage the conservation of energy.

3.5 Comprehensive Plan provisions for the location and improvement of existing and future transportation networks and public transportation shall be made in a manner consistent with the goals, policies and land use map of the Comprehensive Plan.

3.6 The development of a recreational transportation network shall be encouraged and coordinated between state and local governments and private enterprises.

3.7 The Senior Citizen and Handicapped transportation system shall be provided with an adequate budget to provide for those who, through age and/or disability, are unable to transport themselves.

3.8 Level of service (LOS) standards and safety standards shall be established that coordinate and link with the urban growth and urban areas to optimize land use and traffic compatibility over the long term. New development shall mitigate transportation impacts concurrently with the development and occupancy of the project.

3.9 An all-weather arterial road system shall be coordinated with industrial and commercial areas.

3.10 Cost effectiveness shall be a consideration in transportation expenditure decisions and balanced for both safety and service improvements.

3.11 An integrated regional transportation system shall be designed to minimize air pollution by promoting the use of alternative transportation modes, reducing vehicular traffic, maintaining acceptable traffic flow, and siting of facilities.

3.12 All new and expanded transportation facilities shall be sited, constructed and maintained to minimize noise levels.

4. Housing

Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.

4.1 Local governments shall allow for an adequate supply of land use options to provide housing for a wide range of incomes, housing types and densities.

4.2 Public/private partnerships shall be encouraged to build affordable housing and devise incentives for innovative and environmentally sensitive design to meet the housing needs of people with low and moderate incomes and special needs populations.

4.3 The Comprehensive Plan should support innovative land use management techniques, including, but not limited to, density bonuses, cluster housing, planned unit developments and the transfer of development rights.

4.4 The existing affordable housing stock should be maintained and efforts to rehabilitate older and substandard housing, which are otherwise consistent with comprehensive plan policies, should be encouraged.

4.5 The construction of housing that promotes innovative, energy efficient and less expensive building technologies shall be encouraged.

4.6 Comprehensive Plan provisions for the location of residential development shall be made in a manner consistent with protecting natural resource lands, aquatic resources, and critical areas.

4.7 Manufactured home parks shall be allowed only within urban or urban growth boundary areas.

5. Economic Development

Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.

5.1 The development of environmentally sensitive industries shall be encouraged.

5.2 Home occupations that do not significantly change or impact neighborhood character shall be permitted.

5.3 Economic diversity should be encouraged in rural communities where special incentives and services can be provided.

5.4 Commercial and industrial activities directly related to local natural resource production may be allowed in designated natural resource areas provided they can demonstrate their location and existence as natural resource area dependent businesses.

5.5 A diversified economic base shall be encouraged to minimize the vulnerability of the local economy to economic fluctuations.

5.6 Commercial, industrial and residential acreage shall be designated to meet future needs without adversely affecting natural resource lands, critical areas, and rural character and life styles.

5.7 Tourism, recreation and land preservation shall be promoted provided they do not conflict with the long-term commercial significance of natural resources and critical areas or rural life styles.

5.8 Agriculture, forestry, aquatic resources and mineral extraction shall be encouraged both within and outside of designated resource lands.

5.9 The primary land use within designated forest resource lands shall be commercial forestry. Residential development shall be strongly discouraged within designated forest resource lands.

5.10 Lands within designated agricultural resource areas should remain in large parcels and ownership patterns conducive to commercial agricultural operations and production.

5.11 Skagit County shall conserve agriculture, aquaculture, forest and mineral resources for productive use by designating natural resource lands and aquatic resource areas, where the principal and preferred land uses will be long term commercial resource management.

5.12 Value added natural resource industries shall be encouraged.

5.13 Skagit County shall increase the availability of renewable resources and encourage the maximum attainable recycling of non-renewable resources.

5.14 Commercial and industrial activities directly related to or dependent on local aquatic resource areas should be encouraged in shoreline areas provided they are shoreline dependent and/or related.

5.15 The Comprehensive Plan shall support and encourage economic development and employment to provide opportunities for prosperity.

6. Property Rights

Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.

6.1 Proposed regulatory or administrative actions shall not result in an unconstitutional taking of private property.

6.2 The rights of property owners operating under current land use regulations shall be preserved unless a clear public health, safety or welfare purpose is served by more restrictive regulation.

6.3 Surface water runoff and drainage facilities shall be designed and utilized in a manner which protects against the destruction of private property and the degradation of water quality.

7. Permits

Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.

7.1 Inter-agency agreements with other agencies to facilitate multi-agency permits shall be pursued to better serve the public.

7.2 Upon receipt of a complete application, land use proposals and permits shall be expeditiously reviewed and decisions made in a timely manner.

7.3 Variances which would allow for a violation of Comprehensive Plan policies shall not be permitted.

7.4 New implementing codes and amendments shall provide clear regulations to reduce the possibility of multiple interpretations by staff and applicants.

7.5 Impact fees shall be imposed through established ordinances, procedures and criteria so that specific developments do not pay arbitrary fees or duplicative fees for the same impact.

7.6 Special purpose districts permitted by statute to request impact fees shall to the extent possible utilize similar formulas to calculate costs of new development.

8. Natural Resource Industries

Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.

8.1 Identified critical areas, shorelands, aquatic resource areas and natural resource lands shall be protected by restricting conversion. Encroachment by incompatible uses shall be prevented by maintenance of adequate buffering between conflicting activities.

8.2 Land uses adjacent to agricultural, forest, or mineral resource lands and designated aquatic resource areas shall not interfere with the continued use of these designated lands for the production of food, agricultural and aquatic based products, or timber, or for the extraction of minerals.

8.3 Forest and agricultural lands located within urban growth areas shall not be designated as forest or agricultural land of long-term commercial significance unless a program authorizing transfer or purchase of development rights is established.

8.4 Mining sites or portions of mining sites shall be reclaimed when they are abandoned, depleted, or when operations are discontinued for long periods.

8.5 Long term commercially significant natural resource lands and designated aquatic resource areas shall be protected and conserved. Skagit County shall adopt policies and regulations that encourage and facilitate the retention and enhancement of natural resource areas in perpetuity.

8.6 When plats, short plats, building permits and development permits are issued for development activities on or adjacent to natural resource lands and aquatic resource areas, notice shall be provided to those seeking permit approvals that certain activities may occur that are not compatible with residences.

8.7 Fishery resources, including the county's river systems inclusive of their tributaries, as well as the area's lakes, associated wetlands, and marine waters, shall be protected and enhanced for continued productivity.

8.8 Skagit County shall encourage sustainable use of the natural resources of the County, including but not limited to agriculture, forestry, and aquatic resources.

8.9 Skagit County shall conserve agricultural, aquatic based, forest and mineral resources for productive use by designating natural resource lands and aquatic resource areas where the principal and preferred land uses will be long term commercial resource management.

9. Open Space and Recreation

Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

9.1 Open space corridors within and between urban growth areas shall be identified. These areas shall include lands useful for recreation, fish and wildlife habitat, trails, and connection of critical areas.

9.2 To preserve open space and create recreational opportunities, innovative regulatory techniques and incentives such as but not limited to, purchase of development rights, transfer of development rights, conservation easements, land trusts and community acquisition of lands for public ownership shall be encouraged.

9.3 The use of Open Space Taxation Laws shall be encouraged as a useful method of land use control and resource preservation.

9.4 Expansion and enhancement of parks, recreation and scenic areas and viewing points shall be identified, planned for and improved in shorelands, and urban and rural designated areas.

9.5 Property owners shall be encouraged to site and design new construction to minimize disruption of visual amenities and solar resources of adjacent property owners, public road ways, parks, lakes, waterways and beaches.

9.6 Development of new park and recreational facilities shall adhere to the policies set out in this Comprehensive Plan document.

9.7 The Skagit Wild and Scenic River System (which includes portions of the Sauk, Suiattle, Cascade and Skagit Rivers) is a resource that should be protected, enhanced and utilized for recreation purposes when there are not potential conflicts with the values (fisheries, wildlife, and scenic quality) of the river system.

9.8 Incompatible adjacent uses including industrial and commercial areas shall be adequately buffered by means of landscaping, or by maintaining recreation and open space corridors.

9.9 A park and recreation system shall be promoted which is integrated with existing and planned land use patterns.

9.10 Indoor and outdoor recreation facilities shall be designed to provide a wide range of opportunities allowing for individual needs of those using these facilities.

9.11 School districts, public agencies and private entities should work together to develop joint inter-agency agreements to provide facilities that not only meet the demands of the education for our youth, but also provide for public recreation opportunities that reduce the unnecessary duplication of facilities within Skagit County.

9.12 In planning new park and recreation facilities, Skagit County shall take into consideration natural features, topography, floodplains, relationship to population characteristics, types of facilities, various user group needs and standards of access including travel time.

10. Environment

Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

10.1 Natural resource lands, including aquatic resource areas and critical areas shall be classified and designated, and regulations adopted to assure their long-term conservation. Land uses and developments which are incompatible with critical areas shall be prohibited except when impacts from such uses and developments can be mitigated.

10.2 Land use decisions shall take into account the immediate and long range cumulative effects of proposed uses on the environment, both on and off-site.

10.3 The County shall reduce the loss of critical aquatic and terrestrial habitat by minimizing habitat fragmentation.

10.4 Wetlands, woodlands, watersheds and aquifers are essential components of the hydrologic system and shall be managed to protect surface and groundwater quality.

10.5 Skagit County shall recognize the river systems within the County as pivotal freshwater resources and shall manage development within the greater watershed in a manner consistent with planning practices that enhance the integrity of the aquatic resource, fish and wildlife habitat, and recreational and aesthetic qualities.

10.6 Rural character shall be preserved by regulatory mechanisms through which development can occur with minimal environmental impact.

10.7 Development shall be directed away from designated natural resource lands, aquatic resource areas and critical areas.

10.8 The conversion of tidelands to uplands by means of diking, drainage and filling shall be prohibited, except when carried out by a public body to implement a Comprehensive Plan for flood plain management or to respond to a natural disaster threatening life and property.

10.9 Septic systems, disposal of dredge spoils and land excavation, filling and clearing activities shall not have an adverse significant affect on Skagit County waters with respect to public health, fisheries, aquifers, water quality, wetlands, wildlife habitat, natural marine ecology and aquatic based resources.

10.10 Usual and accustomed activities on natural resource lands and aquatic resource areas shall be protected from interference when they are conducted in accordance with best management practices and environmental laws.

10.11 When evaluating and conditioning commercial, industrial or residential development, Skagit County shall consider threatened or endangered wildlife.

10.12 Skagit County shall enter into inter-agency agreements with appropriate state and local agencies and Native American Tribes for compliance with watershed protection, including but not limited to, the cumulative effects of construction, logging and non-point pollution in watersheds.

10.13 Skagit County and Cities and Towns, in cooperation with appropriate local, state and Federal agencies, shall develop and implement flood hazard reduction programs, consistent with and supportive of the Corps Feasibility Study.

10.14 The Skagit River Floodway and the Skagit River Floodplain shall be regulated to protect human life, property and the public health and safety of the citizens of Skagit County; minimize the expenditure of public money; and maintain flood insurance eligibility while avoiding regulations which are unnecessary restrictive or difficult to administer.

10.15 Skagit County and Cities and Towns shall work together to provide ongoing public education about flooding in a coordinated and consistent program, and shall adopt a flood hazard reduction plan, that works together with the natural and beneficial functions of floodplains.

11. Citizen Participation

Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

11.1 Skagit County shall maintain procedures to provide for the broad dissemination of proposals and alternatives for public inspection; opportunities for written comments; public hearings after effective notice; open discussions; communication programs and information services; consideration of and response to public comments; and the notification of the public for the adoption, implementation and evaluation of the Comprehensive Plan.

11.2 Skagit County shall continue to encourage public awareness of the Comprehensive Plan by providing for public participation opportunities and public education programs designed to promote a widespread understanding of the Plan's purpose and intent.

11.3 For land use proposals, including those within the marine environment, all applicants shall bear the costs for public notification, by mail, and by posting of signs. Affected neighbors and surrounding shoreline owners shall be notified as prescribed by ordinance.

11.4 Skagit County shall provide regular and ongoing opportunities for public review and comment throughout the Comprehensive Plan development process.

11.5 Skagit County shall encourage citizen participation throughout the planning process as mandated by state statute and codes for environmental, land use, and development permits.

11.6 Skagit County shall utilize broad based Citizen Advisory Committees to participate and assist in the development of the Comprehensive Plan Elements, sub-area plans and functional plans.

12. Public Facilities and Services

Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

12.1 Public facilities and services shall be integrated and consistent with locally adopted comprehensive plans and implementing regulations.

12.2 All communities within a region shall fairly share the burden of regional public facilities. (The GMA defines regional public facilities as streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks, recreational facilities and schools.)

12.3 A process shall be developed for identifying and siting essential public facilities. The Comprehensive Plan may not preclude the siting of essential public facilities. (The GMA defines essential public facilities as those facilities that are typically difficult to site, such as airports, state education facilities and state or regional transportation facilities, state and local corrections facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities and group homes.)

12.4 Lands shall be identified for public purposes, such as: utility corridors, transportation corridors, landfill, sewage treatment facilities, recreation, schools, and other public uses. The County shall work with the state, cities, communities and utility providers to identify areas of shared need for public facilities.

12.5 Lands designated for urban growth by this Comprehensive Plan shall have an urban level of regional public facilities prior to or concurrent with development.

12.6 Development shall be allowed only when and where all public facilities are adequate, and only when and where such development can be adequately served by regional public services without reducing levels of service elsewhere.

12.7 Public facilities and services needed to support development shall be available concurrent with the impacts of development.

12.8 The financing for system improvements to public facilities to serve new development must provide for a balance between impact fees and other sources of public funds and cannot rely solely on impact fees.

12.9 New development shall pay for or provide for its share of new infrastructure through impact fees or as conditions of development through the environmental review process.

12.10 Public water supply for new development shall conform to or exceed the Coordinated Water System Plan for public water systems.

12.11 Future development of land adjacent to existing and proposed schools and other public facilities shall be compatible with such uses.

12.12 Library service within the county should be developed and coordinated to assure the delivery of comprehensive services throughout the County, with the county, cities and towns fairly sharing the burden.

12.13 A county-wide recycling program shall be developed.

12.14 Public drainage facilities shall be designed to control both stormwater quantity and quality impacts.

12.15 Skagit County shall provide results of the required six year capital facilities plan, including a financing plan, and these shall be consistent with land use designations.

12.16 Citizens shall have the opportunity to participate in and comment on proposed capital facilities financing.

12.17 The Washington State Boundary Review Board for Skagit County should be disbanded pursuant to RCW 36.93.230 provided that the following tasks are accomplished: (a) that ALL cities and the County have adopted comprehensive plans and development regulations consistent with the requirements of these Countywide Planning Policies and RCW 36.70A, including appropriate urban levels of service for all public facilities and services; (b) that ALL cities and the County have adopted a concurrency ordinance that requires the adopted urban levels of service addressed in (a) above be accomplished in time frames that are consistent with RCW 36.70A.; (c) that special purpose districts that serve UGAs have adopted urban levels of service standards appropriate for their service areas; (d) that ALL cities and the County have an adopted capital facility plan for urban levels of service that indicates sources of revenue and a timeline for meeting such service; and (e) that ALL cities and special purpose districts have in place adopted “interlocal agreements” that discuss arrangements for transfer of assets and obligations that may be affected by transformance of governance or annexation of the service area consistent with the requirements of applicable RCWs.

13. Historic Preservation

Identify and encourage the preservation of lands, sites, and structures, that have historical or archaeological significance.

13.1 Skagit County shall cooperate with local historic preservation groups to ensure coordination of plans and policies by the State Office of Archeology and Historic Preservation.